DOCUMENT RESUME

ED 185 809 FL 011 057

AUTHOR Hernandez, Rafael; And Others
TITLE A Manual for Community Representatives of the Title VI Lau Steering Committee.
INSTITUTION San Diego State Univ., Calif. Inst. for Cultural Pluralism.
PUB DATE Sep 76
NOTE 112p.
AVAILABLE FROM Institute for Cultural Pluralism, 5544 1/2 Hardy St., San Diego, CA 92182 ($2.59)

EDRS PRICE MF01/PC05 Plus Postage.
DESCRIPTORS *Bilingual Education; Civil Rights; Compliance (Legal); Court Litigation; Curriculum Development; Elementary Secondary Education; *English (Second Language); *Language Aptitude; Low Achievement; *Master Plans; *Multicultural Education; *Non English Speaking; School Community Relationship; School Districts; Spanish Speaking; Student Evaluation; Teacher Improvement; Technical Assistance
IDENTIFIERS Civil Rights Act of 1964 Title VI; Lau v Nichols

ABSTRACT

This manual deals with the Lau Center's technical assistance approach for assisting school districts in their efforts to develop an educational master plan to meet compliance guidelines of Title VI of the 1964 Civil Rights Act as it pertains to limited or non-English-speaking students. The following areas are addressed: (1) impact of "Lau v. Nichols" decision on community/parent involvement in an educational master plan, (2) the direct effect of the decision on school districts, (3) minimal Lau remedies, (4) what school districts need to do to comply with the remedies, (5) Lau Centers, (6) the San Diego Lau Center's position on bilingual/bicultural education, (7) the technical assistance process of the San Diego Lau Center, (8) the purpose of Title VI Lau Steering Committee, (9) selection and responsibilities of steering committee members, and (10) community workshop case studies. The case studies are designed to aid in the development of a comprehensive educational master plan. The following areas are discussed: noncompliance, student language determination, curriculum development, staff development, counseling and guidance, community relations, and administrative reorganization. (SW)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED183809

A MANUAL
FOR
COMMUNITY REPRESENTATIVES
OF THE
TITLE VI LAU STEERING COMMITTEE

Prepared by

Rafael Hernandez
Juan Hurtado
Arnoldo Uribe Becerra

Collaborators

Reynaldo Contreras
Luis Casaus
Richard Diaz
M. Reyes Mazón
Alberto Ochoa
Harriet Romo
Juan Felipe Herrera

Institute for Cultural Pluralism
General Assistance Center
Type B -- Lau
San Diego State University
San Diego, California 92182

FL011057

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

September, 1976

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
Consuelo Alcala

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

The Institute for Cultural Pluralism, within the School of Education at San Diego State University, functions in a research and development capacity and provides technical assistance to educational institutions in the area of teacher training for the linguistically and culturally distinct child. It is committed to the concept of a culturally pluralistic society and as such its efforts are dedicated to creating an atmosphere of understanding and acceptance of cultural diversity in our educational system and in the larger society.

Available from:

The Institute for Cultural Pluralism
School of Education
San Diego State University
San Diego, California 92182

FOREWORD

This manual is the seventh in a series of manuals by the Institute for Cultural Pluralism's Region G -- Lau Center. The manuals deal with the Lau Center's technical assistance approach for assisting school districts in their efforts to develop an educational master plan to meet Title VI (1964 Civil Rights Act) compliance guidelines.

TABLE OF CONTENTS

		Page
I.	Introduction.	1
II.	Impact of Lau v. Nichols Decision on Community/ Parent Involvement in an Educational Master Plan. . .	2
III.	What is the Lau v. Nichols Supreme Court Decision?. .	4
IV.	How Does the Lau v. Nichols Decision Directly Affect School Districts?.	5
V.	What are the "Task Force Remedies?"	7
	Diagrams of Minimal Lau Remedies.	9
VI.	What do School Districts Need to do to Comply with the Task Force Remedies?	11
VII.	What are Lau Centers?	13
VIII.	What is the San Diego Lau Center's Position on Bilingual-Bicultural Education?	14
IX.	What is the Technical Assistance Process of the San Diego Lau Center?	25
X.	What is the Purpose of Title VI Lau Steering Committee?.	28
XI.	Who Should be Included in the Title VI Lau Steering Committee?	29
XII.	What are the Responsibilities of the Title VI Lau Steering Committee Members?	30
XIII.	How Should Members of the Title VI Lau Steering Committee be Selected?.	32
	Models for Selection of Title VI Lau Steering Committee	33

Page

XIV. Community Workshop Case Studies to Aid in the Development of a Comprehensive Educational Master Plan 36

A. Noncompliance. 37
B. Student Language Determination 40
C. Curriculum Development 44
D. Staff Development. 48
E. Counseling and Guidance. 51
F. Community Relations. 54
G. Administrative Reorganization. 57

XV. Summary and Conclusions 60

XVI. Glossary of Terms 61

XVII. Appendices. 70

A. Student Language Determination 72
B. Curriculum Development 76
C. Staff Development. 84
D. Counseling and Guidance. 87
E. Community Relations. 92
F. Administrative Reorganization. 97

I. Introduction

> Even though there is no broad systematic research available, there seems to be increasing evidence to show that minority parents are interested in their children's education. The low level of involvement in school concerns seems to stem from a lack of understanding of how to participate rather than from a lack of interest. As such, it becomes the role of educators to facilitate the involvement of minority parents with the school. (Louis E. Casaus, "A Parent Involvement Training Model for Minority Parents," Unpublished Ph.D. dissertation, Texas Tech University, Lubbock, Texas, 1973, pp. 14-15.)

The purpose of this manual is to provide community representatives of a Title VI Lau Steering Committee* with basic information in order to work more effectively with school district representatives in the formulation and implementation of a comprehensive educational plan that will comply with Title VI (Civil Rights Act, 1964) as it pertains to limited or nonEnglish-speaking students.

It is not the intent of this manual to provide information on all the materials pertaining to the Steering Committee and its relation to a comprehensive educational master plan. As parents or community representatives gradually get involved in the various Steering Committee meetings and participate in Lau community workshops, supplementary materials will be handed out.

* For a detailed discussion on the Title VI Lau Steering Committee, see the San Diego Lau Center's Phase II Manual: Guidelines for the Formation of the Title VI Lau Steering Committee: Organizational Approach to Develop An Educational Master Plan.

It is hoped that initial information contained in this manual will stimulate community representatives and parents of limited or nonEnglish-speaking students to acquire further facts on materials or issues necessary to make them effective participants of Title VI Lau Steering Committees.

II. Impact of Lau v. Nichols Decision on Community/Parent Involvement in an Educational Master Plan

The failure of the San Francisco school system to provide meaningful educational programs to approximately 1,800 students of Chinese ancestry who do not speak English has led to a major Supreme Court decision in Lau v. Nichols,* which mandates school districts in the United States with limited English-speaking (LES) and nonEnglish-speaking (NES) students to provide instructional programs to meet the needs of those students.

In order to clarify the Lau v. Nichols Supreme Court decision, the Department of Health, Education and Welfare issued guidelines in July, 1975 to enable school districts to specifically develop educational programs to meet the needs of LES and NES students. These guidelines are called the Task Force Remedies.*

* For a detailed discussion of Lau v. Nichols and the Task Force Remedies, see the Lau Center's Phase I Manual: Overview of the Lau Center Technical Assistance Process and the Office for Civil Rights Task Force Remedies.

School districts which have LES and NES students are presently developing educational plans to comply with the findings of the Lau v. Nichols Supreme Court decision. A comprehensive, workable plan calls for the input of community people whose children are LES and NES students. The rationale for the participation of community people in the education of their children is based on the following assumptions:

1. In a democracy, public institutions exist to serve the needs of all the persons in the society and should reflect the interests of those served. Increasingly, groups not traditionally consulted in policy-making have come to demand a voice in the decision-making process.

2. Public confidence in school administrators will be enhanced as parents experience for themselves the complexity of problems facing the schools and the very real difficulties faced by administrators in trying to respond to a wide variety of public needs.

3. Parents, by participating in the planning of an educational program, are more likely to promote the plan in the community at large and are more likely to work for a smooth and orderly implementation of the program.

4. Parents who have participated in the designing of an educational program will be required to bear part of the responsibility for the success or failure of the program.

5. Parents are in a unique position to offer the teacher valuable information about the learning style and special needs of their children. In addition, it is through contact with parents and other community persons that teachers and administrators can come to understand the special features of a culture or lifestyle which may be different from their own.

6. Finally, parents are a valuable resource in the classroom who can assist school personnel in providing the best possible education for all the children in the school.

For their part, school personnel can provide expertise in the technical aspects of program design and planning. Participants in the development of an educational master plan should include representatives from the total school district staff, parents, students and community representatives. A working partnership between the community and the schools with a firm commitment on the part of all affected will help to assure that the plan will be successful. By including all affected parties on the planning team and by matching student needs with district resources, the schools will be able to design a comprehensive framework for meeting the cognitive, affective and linguistic needs of all students.

III. What is the Lau v. Nichols Supreme Court Decision?

It is a decision by the Supreme Court of the United States given on January 21, 1974 that said that Chinese-speaking students in San Francisco were being discriminated against by the San Francisco School District. The Supreme Court said:

> The failure of the San Francisco school system to provide English language instruction to approximately 1,800 students of Chinese ancestry who do not speak English denies them a meaningful opportunity to participate in the public educational program and thus violates Sec. 601 of the Civil Rights Act of 1964.

The Lau v. Nichols decision is based on the Civil Rights Act of 1964, which forbids discrimination based on race, color or national origin in any program or activity receiving federal

financial assistance. Thus, if school districts fail to comply with Lau v. Nichols, they face the consequences of losing federal assistance funds from the Department of Health, Education and Welfare (HEW).

IV. How Does the Lau v. Nichols Decision Directly Affect School Districts?

Lau v. Nichols directly affects school districts in the following manner:

The Office for Civil Rights sends a letter and survey to all school districts (Form OS 53-74) requesting the following information:

1. How many students in the school district are there whose primary language is not English?
2. How many teachers teach in a language other than English?
3. How many students receive instruction in a language other than English, and how many of these students are national origin minority?
4. What are the language abilities of the students and what are the methods used to determine their abilities?
5. Were there any students prevented from progressing in school because of their lack of language ability?
6. What are the instructional materials and tests used for limited English-speaking children?

The school district fills out the survey and returns it to the Office for Civil Rights. The information is then received and analyzed by the Office for Civil Rights.

If there is a discrepancy between the meaningful educational services needed by the limited and nonEnglish-speaking students and the educational services being provided, then the school district must develop an educational master plan to meet Title VI (Civil Rights Act, 1964) regulations. One way to determine the level of services that a school district must provide is to compare the number of limited and nonEnglish-speaking students actually being served by an adequate program and the number of students identified by the survey. If the survey identifies a greater number of limited and nonEnglish-speaking students than are actually being served by an adequate program, then the school district must develop an educational master plan designed to serve all students identified on the survey in order to meet compliance guidelines. In this case, the "Task Force Remedies" are the guidelines recommended by the Office for Civil Rights by which school districts can develop an educational master plan and thereby comply with Title VI regulations. If there is no discrepancy in meaningful educational services provided to limited and nonEnglish-speaking students as indicated by the survey, then the school district is in compliance with the Title VI regulations and nothing more is required.

The four main elements in the Task Force Remedies are as follows:

1. School districts must systematically and validly ascertain which of their students have a language other than English.

2. School districts must systematically and validly ascertain the language dominance and abilities of their students.

3. School districts must systematically ascertain the achievement characteristics of their students.

4. School districts must match an educational program to the characteristics of the students.

The following two pages provide a descriptive diagram (MINIMAL LAU REMEDIES) of the four major points above.

V. What are the "Task Force Remedies?"

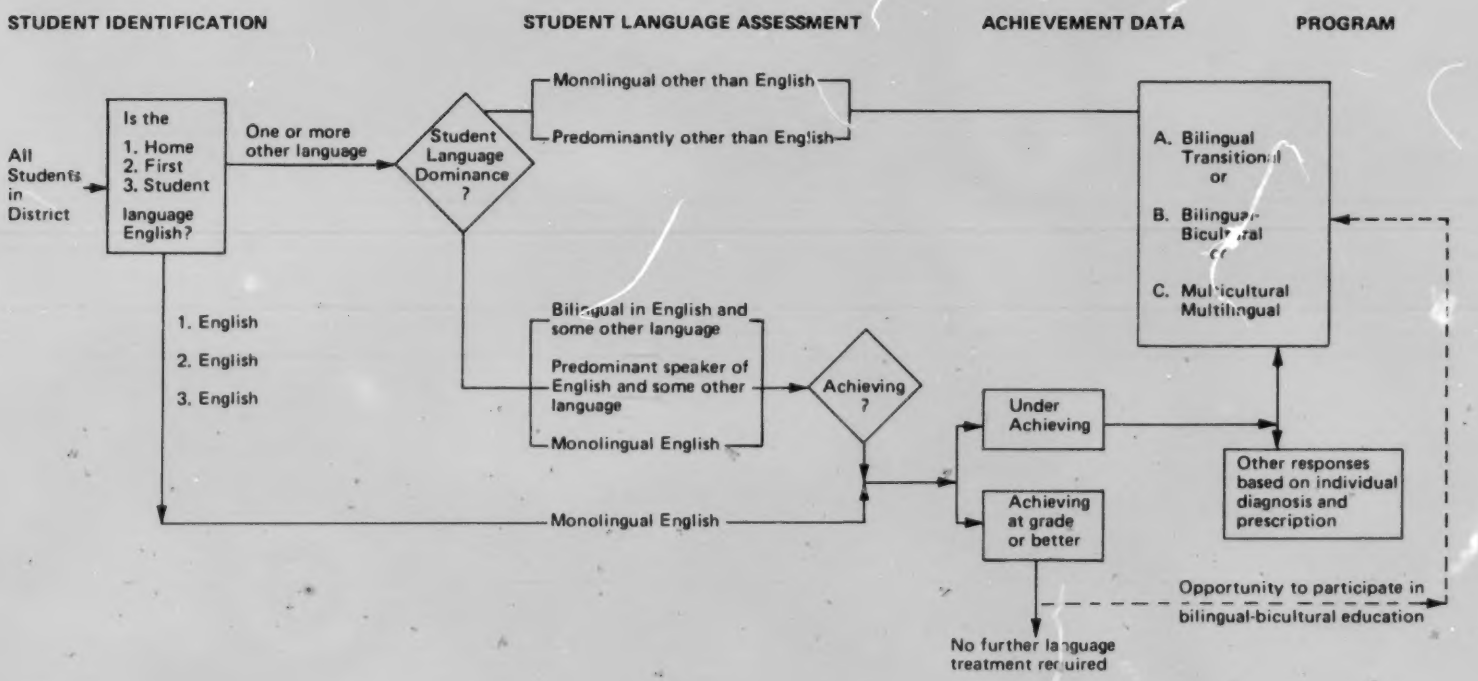
When the Supreme Court gave its decision in Lau v. Nichols, it did not mention a specific educational program for Chinese-speaking students in San Francisco. The Court remanded the case back to the San Francisco Board of Education to correct the situation.

Thus, in order to have uniform and consistent procedures which noncompliant school districts could follow to comply with Title VI regulations, the Office for Civil Rights selected a task force of educational specialists in the country to draw up a set of guidelines for that specific purpose. The recommendations of the Educational Task Force to the Office for Civil Rights are entitled: "Task Force Findings Specifying Remedies Available for Eliminating Past Educational Practices Ruled Unlawful Under Lau v. Nichols." These findings or guidelines are popularly known as the "Task Force Remedies".

The Task Force Remedies are a set of guidelines recommended by the Office for Civil Rights to noncompliant school districts. The recommended guidelines will assist them in formulating an educational master plan based on the Title VI regulations. These guidelines are not mandatory. Nevertheless, if a school district chooses not to follow them, it is the responsibility of the school district to demonstrate that guidelines used to develop the plan are at least equivalent to the Task Force Remedies.

MINIMAL LAU REMEDIES*

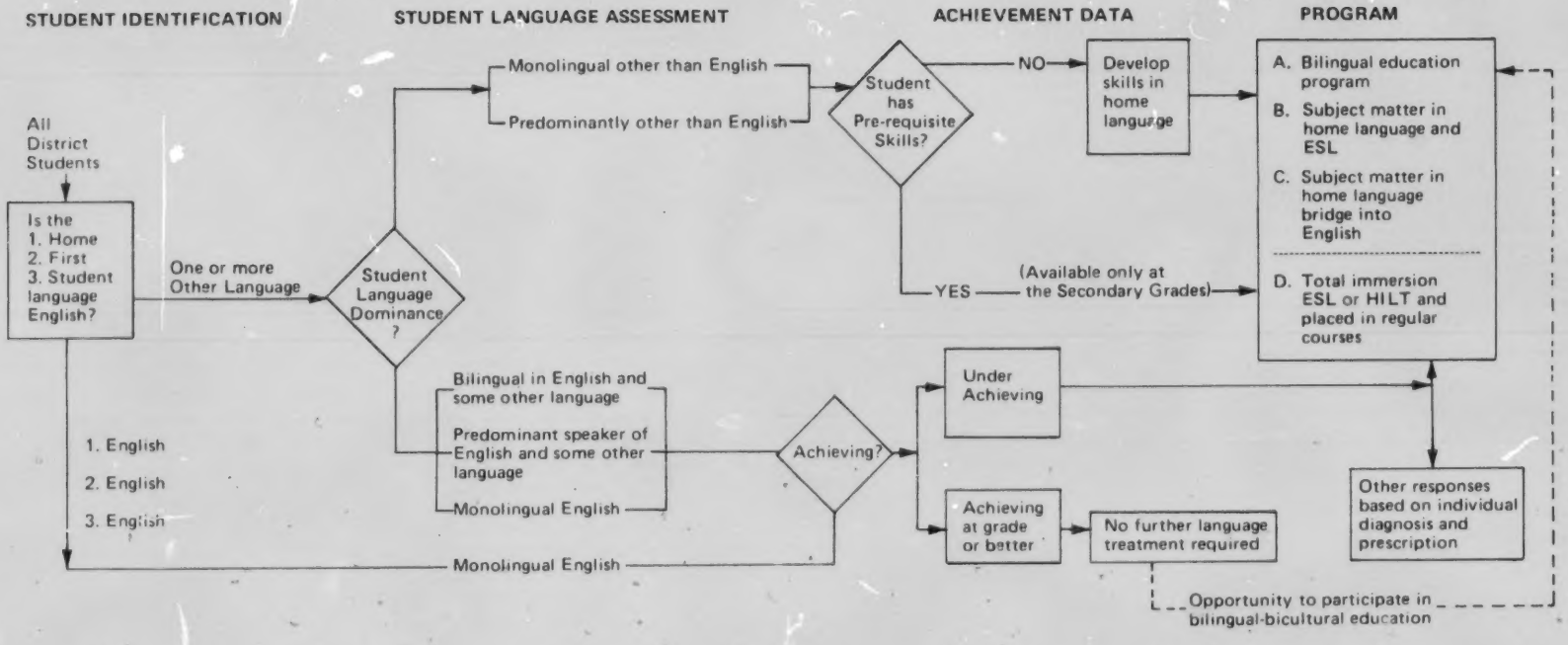
Elementary and Intermediate Grades



*Adapted from a diagram developed by the Area D Lau General Assistance Center

MINIMAL LAU REMEDIES

Secondary Grades


STUDENT IDENTIFICATION
STUDENT LANGUAGE ASSESSMENT
ACHIEVEMENT DATA
PROGRAM
All District Students
Is the 1. Home 2. First 3. Student language English?
One or more Other Language
Student Language Dominance ?
Monolingual other than English
Predominantly other than English
Student has Pre-requisite Skills?
NO
Develop skills in home language
YES
(Available only at the Secondary Grades)
A. Bilingual education program
B. Subject matter in home language and ESL
C. Subject matter in home language bridge into English
D. Total immersion ESL or HILT and placed in regular courses
1. English
2. English
3. English
Bilingual in English and some other language
Predominant speaker of English and some other language
Monolingual English
Achieving?
Under Achieving
Achieving at grade or better
No further language treatment required
Other responses based on individual diagnosis and prescription
Monolingual English
Opportunity to participate in bilingual-bicultural education

VI. What do School Districts Need to do to Comply with the Lau Task Force Remedies?

The Task Force Remedies outline in detail the steps which a district must take in order to adequately serve nonEnglish-speaking and limited English-speaking students. The main points of each process have been summarized in the form of a diagram on the two previous pages.

A district must, in order to comply with Title VI regulations under Lau, identify each student's home language and assess his cognitive skills in that language. The identification of a student's home language must be made by persons who can speak and understand the necessary language(s).

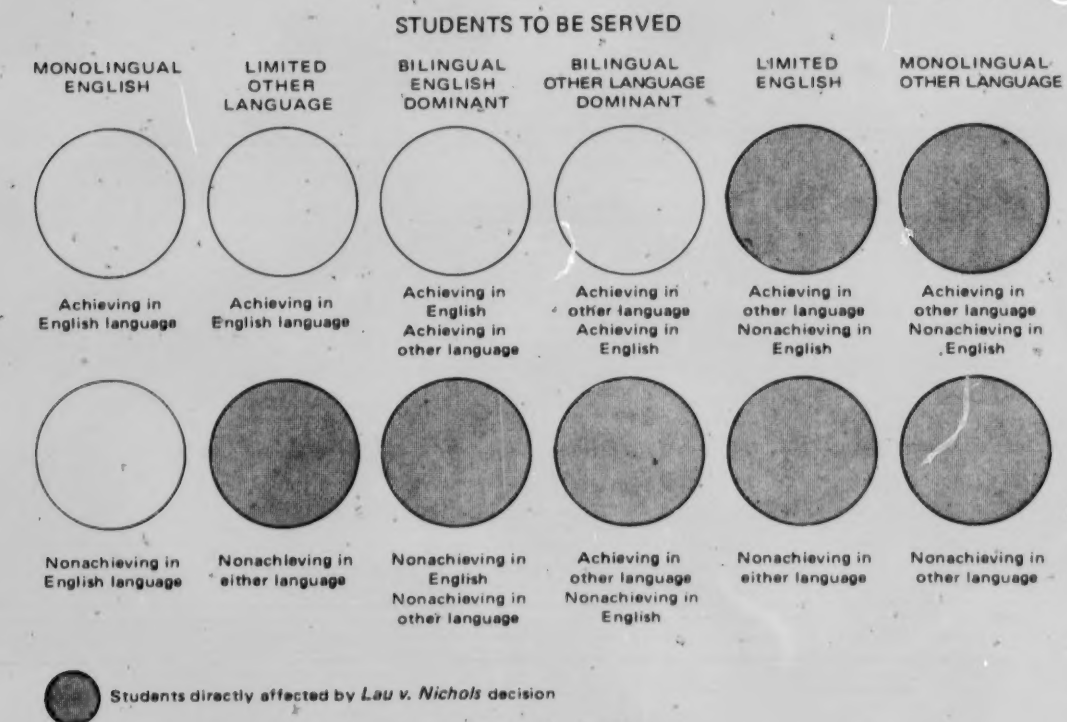
A student is identified as speaking a language other than English if:

1. The student's first acquired language is other than English.
2. The language most often spoken by the student is other than English.
3. The language most often spoken in the student's home is other than English, regardless of the language spoken by the student.

Once the student's dominant language has been determined, the district must assess the degree of linguistic function or ability of the student. If the student is functional in more than one language, such assessment must be made in each of his languages.

The next step that a district must take is to determine the diagnostic and prescriptive measures to be used to identify the nature and extent of each student's educational needs and to then prescribe an educational program utilizing the most effective teaching style, materials, and learning activities to satisfy the diagnosed educational needs.

In order to adequately serve all students with special language needs in the district, schools must be aware of the many different types of learning language behaviors. The following diagram illustrates some of the possible learning language behaviors and identifies those students who must be served under Title VI regulations:


STUDENTS TO BE SERVED
MONOLINGUAL ENGLISH
LIMITED OTHER LANGUAGE
BILINGUAL ENGLISH DOMINANT
BILINGUAL OTHER LANGUAGE DOMINANT
LIMITED ENGLISH
MONOLINGUAL OTHER LANGUAGE
Achieving in English language
Achieving in English language
Achieving in English Achieving in other language
Achieving in other language Achieving in English
Achieving in other language Nonachieving in English
Achieving in other language Nonachieving in English
Nonachieving in English language
Nonachieving in either language
Nonachieving in English Nonachieving in other language
Achieving in other language Nonachieving in English
Nonachieving in either language
Nonachieving in other language
Students directly affected by Lau v. Nichols decision

In prescribing educational programs, the Lau Center is suggesting that each district include district staff members, limited and nonEnglish-speaking parents, community members, and students, when possible, to develop a district master plan for serving limited and non-English-speaking students, and all other students. An educational master plan should consider all areas of district services and student needs and should provide for a comprehensive sequential approach for compliance with Title VI regulations.

Finally, the district must implement the appropriate type(s) of educational program(s) that have been identified as best satisfying the cognitive, affective and linguistic needs of each student.

VII. What are Lau Centers?

Lau Centers are General Assistance Centers established by the Office of Education, Washington, D.C., to provide technical assistance to school districts found to be in noncompliance with Title VI of the Civil Rights Act.

There are two types of General Assistance Centers:

Type A Centers provide assistance to public schools in resolving problems associated with the desegregation process.

Type B Centers are commonly known as Lau Centers and deal with language discrimination.

VIII. What is the San Diego Lau Center's Position on Bilingual-Bicultural Education?

The following pages contain the San Diego Lau Center's position statement on this important educational issue.

Institute for Cultural Pluralism Lau-GAC Bilingual-Bicultural Position Statement

The problem of how to provide equal educational opportunities to Americans of all different ethnic and linguistic backgrounds has become one of this country's most pressing domestic issues. Two current major educational positions proposing equality of schooling are "equal access" and "equal benefits." Equal access implies that every ethnic group has an equal opportunity to attend an equally staffed and equally supplied school. The equal benefits view emphasizes that an equal opportunity is provided only when each group accrues equal benefits in education. In the equal access point of view, the educational system is responsible only for exposing students to common educational curricula, making the child responsible for taking advantage of the equal education provided. In the equal benefits view, on the other hand, the school assumes responsibility for the student's progress. The school acknowledges the learning acquired by students outside of school hours and takes into account community, home, language, and cultural influences on student's learning styles.

Bilingual-bicultural education provides students of limited English-speaking and nonEnglish-speaking ability with equal benefits from education by utilizing their native language for instruction in subject area studies while they acquire proficiency in English and in their native language. The philosophy of bilingual-bicultural education begins with the assumption that cultural, racial, and linguistic differences are an integral and positive part of American society.

Because bilingual-bicultural education builds upon a positive view of a student's cultural and linguistic heritage, it provides all students with the opportunity to experience early academic success and conceptual development in their native language, and allows them to maintain the culture and language of their home while learning the language of the school. In addition, bilingual-bicultural education provides an opportunity for English-dominant, majority-culture students to learn another language in the school community and to participate in another culture, giving them the skills and understanding necessary to function in a pluralistic society.

Towards a Definition of Bilingual-Bicultural Education

Bilingual-bicultural education teaches the whole range of academic subjects to students in their native, comfortable language while they learn the target language (the language of the school). The first language serves as the medium of instruction until the target language can serve as a co-equal linguistic tool, enabling

students to become bilingual. The bicultural component enables linguistically distinct students to foster their dual cultural heritage while enriching their cognitive and verbal skills. A bicultural program prepares students to participate in a particular culture rather than merely to learn about that culture. The concept, bilingual-bicultural, implies the ability to communicate and to function in two cultures. Therefore, bilingual-bicultural education is the teaching of, and in, two ways of life.

Bilingual-bicultural education recognizes the interrelationship between language, culture, and personal identity, not only relating language to cultural content and cognitive learning styles stemming from culture, but also acknowledging the implications for positive self-identity and academic success. Linguistically and culturally distinct children come to school with different linguistic, cultural, experiential, and conceptual backgrounds from those of their English-speaking peers; the school must recognize these assets and use them constructively.

An educational institution dedicated to the concept of "equal educational opportunity for all" must develop educational programs based on the cultural differences of its various socio-cultural conglomerates. Educational programs must take into account existing differences due to, among other things, the diversity of social structure, and/or different child-rearing techniques.

Bilingual-bicultural instruction provides linguistically and culturally distinct students with an opportunity to experience early academic success in their first, comfortable language. For bicultural students whose comfortable language is English, bilingual-bicultural education affords them an opportunity to gain facility in the language of their native culture and gives them an appreciation of their cultural heritage while allowing them to experience another language and culture. Therefore, as students progress academically and socially, they become truly bilingual and bicultural and are able to function effectively in both languages and cultures.

A Strategy for Developing a Bilingual-Bicultural Education Plan

School districts serving nonEnglish and/or limited English-speaking students should demonstrate commitment to a bilingual-bicultural philosophy which advocates formulating district-wide goals and objectives for bilingual-bicultural education, and the development of a district-wide master plan for implementing the goals and objectives of bilingual-bicultural education in the regular school process. Broad representation of parents, educators, community agencies and organizations, in conjunction with governmental and private agencies, can create district-wide support for bilingual-bicultural education. Once the need for bilingual-bicultural education has been established, specific program plans can be effectively designed and implemented throughout the school district.

An educational master plan should be defined in terms of practical as well as achievable objectives, the long range goal being the institutionalization of bilingual-bicultural education in the school community.

The school district, with the assistance of a broadly representative community group, should develop procedures for systematically planning, developing, operating, and evaluating a bilingual-bicultural program and should outline steps for adopting bilingual-bicultural education as a part of the regular school program.

The district, with broad community representation and state department of education endorsement, should develop bilingual-bicultural education goals and objectives which it hopes to achieve and to institutionalize over a long-term period. The district should outline a systematic management plan detailing the first year's operation and delineating sources of support and responsibilities.

In planning a bilingual-bicultural program, the school district should carefully assess local needs, resources and community concerns. Long-range goals for meeting the assessed needs should be developed, and specific objectives for achieving the goals should be identified. Minimum criteria for measuring the objectives should be established, and a systematic plan for implementing the objectives should be outlined in detail for the first two years of a five-year period.

The district should work closely with its broad-based community representative group and with the state education agency in developing the bilingual-bicultural plan.

The plan should include:

-Specific, measurable educational and instructional objectives for bilingual-bicultural education;

-Strategies for achieving stated objectives; explicitly described, with a time line for implementing each step toward the objectives;

-Plans for periodic discrepancy analyses, both in programmatic operations and in fiscal accountability; and

-Procedures for reassessment of needs and objectives, and designs for alternative approaches, if needed.

Staff Development

Teachers and paraprofessionals placed in a bilingual-bicultural classroom should know the philosophy of bilingual-bicultural education, and they should know how to implement relevant methodologies and techniques. They must have a solid knowledge of the subject matter to be taught. But most important, they must be sensitive to the cultural, linguistic, and historical heritage of the children being taught. With input from local communities, school districts and universities must be held accountable for preparing teachers and paraprofessionals by initiating concentrated programs

concerning the philosophies, methodologies, and techniques of bilingual-bicultural education. School districts and universities must be encouraged to retrain and prepare teachers and paraprofessionals to effectively guide the learning experiences of bilingual-bicultural children.

Two main components should be encompassed in the preparation of teachers and paraprofessionals to enable them to function effectively in bilingual-bicultural learning environments. The first should include information about the culture and history of various groups and an analysis of the dynamics of these phenomena. Emphasis should be placed on factors such as socialization patterns, traditional attitudes, values, interpersonal relationships, historical experience, and cross-cultural conflicts, and their effects upon the educational experiences, identity, and self-image of bilingual-bicultural students. In addition, teachers and paraprofessionals should understand the interrelationship between language, culture, and personal identity, and the implications of those interrelationships for the educational experiences of bilingual-bicultural students.

The second component should emphasize the development of methodologies and techniques for the teaching of reading, language arts, social studies, science, and mathematics to bilingual-bicultural students, both in their primary language and in their secondary language. Joined with these efforts, there must be

research into the interrelationship between cultural content and cognitive styles, as well as the relationship between linguistic orientation and audiolingual perception. Based on what is evaluated to be educationally valid, bilingual-bicultural instructional materials must be adapted, developed, field tested, and validated.

Bilingual-bicultural education should provide for the education of teachers and paraprofessionals, both trainees and inservice personnel, in order to prepare them to function effectively in the bilingual-bicultural classroom. Funds should be earmarked for research, development, evaluation, and dissemination of instructional materials which have been produced by local projects.

Evaluation

At regular intervals, all parties in the development of a bilingual-bicultural educational master plan must examine the achievement of the objectives projected in the plan. Discrepancies should be identified and appropriate action determined, and the choice should be made either to modify the plan or to adopt a course of action which will bring performance into congruence with the original plan.

Overall considerations in the evaluation of the bilingual-bicultural educational program must include process, input, and output variables. Process variables include the ongoing dynamics of instruction, the acquisition and development of materials,

staff development, and community involvement in the program. Input variables include the language ability and academic achievement of students at the beginning of the program. Output variables include measurements of the cognitive, affective, and behavioral effects of bilingual-bicultural education on students.

In addition to these overall considerations of the scope of evaluation of the bilingual-bicultural educational program, special consideration should be given to the unique problems of evaluating such a program. Measurement instruments must be carefully selected and specifically designed to avoid cultural and linguistic biases. Where bilingual-bicultural educational programs are compared with conventional educational programs, the following factors should be considered: dropout rate, discipline problems, self-concept, student participation in school activities, the number of students continuing in postsecondary education, the amount of community input in school programs, parent involvement, the perception of school as a positive influence on the child's life, and other affective factors.

Members of the target cultural groups must be included in the planning, direction, and implementation of evaluations of bilingual-bicultural educational programs along with professional staff-level personnel.

Conclusion

Bilingual-bicultural education offers educational instruction in this country as the vehicle by which the ideal of "equal educational opportunity" can be implemented. Providing all students with "equal benefits" in education, by utilizing students' native languages as mediums of instruction while they learn English, and, at the same time, allowing them to acquire proficiency in their native languages, will allow non-English-speaking and limited English-speaking students to have truly "equal access" to education.

The thrust of the equal benefits position calls for every student to be individually assessed in order to determine his or her comfortable language, language dominance, cognitive skills in the home language and in the second language, and special educational needs. Teachers who are fluent both in the student's home language and in English must then prescribe educational programs to meet each student's needs. The district must assume the responsibility to provide teachers who are fluent in the student's language and in English by hiring new staff with those capabilities and by developing the skills of present staff to meet the needs of students.

Bilingual-bicultural education is not simply the translation of traditional materials into another language, nor is it teaching subject matter in a foreign language. It is not simply teaching the first language to an English-dominant Spanish-speaking child,

for example, and it is not just teaching English as a second language. Bilingual-bicultural education implies the acceptance of a particular frame of reference from which to approach the education of linguistically and culturally distinct children themselves, as well as the education of those who will guide their learning experiences. In this context, bilingual-bicultural education means the acknowledgement of the positive personal and educational aspects of cultures which are different from the dominant Anglo-American culture. Essentially, bilingual-bicultural education implies the acceptance of the culturally pluralistic nature of American society and the role of cultural plurality as a positive factor in education. Bilingual-bicultural education encourages the development of educational programs which will enable people to become functioning citizens of a culturally pluralistic society, not only by studying a particular culture, but by actually experiencing other cultures.

The instructional process of a bilingual-bicultural program incorporates a bilingual-multicultural school curriculum which is designed conceptually in sequence and is taught bilingually from kindergarten through the twelfth grade. Bilingual-bicultural education is based on the need to safeguard individual differences, on the basis of respect for the student's home language and cultural heritage, and on the belief that all Americans have a right to receive equal benefits from the institutions created by and for them.

Bilingual-bicultural educational programs must be established to provide quality education to all students, rather than in response to external demands, funds, or political pressures.

In a pluralistic society such as ours, enriched by differences and unique contributions from many ethnic and linguistic groups, bilingual-bicultural education is an inherent right of every individual under the 14th Amendment of the Constitution of the United States of America.

IX. What is the Technical Assistance Process of the San Diego Lau Center?

Technical Assistance Process

The San Diego Lau Center has outlined six phases to provide school districts with a comprehensive approach to develop an educational master plan to meet the needs of limited English-speaking students:

I. Orientation to the Institute for Cultural Pluralism's areas capability and to Title VI regulations.

II. Organization of a school district committee to develop an educational master plan to comply with Title VI regulations.

III. Implementation of Title VI needs assessment

IV. Development of an educational master plan.

V. Development of a time-line and management system plan to implement the school district educational master plan.

VI. Implementation of the educational master plan that complies with Title VI regulations.

The six phases are based on the following assumptions:

1. School districts are committed to developing an educational master plan to meet the educational needs of limited English-speaking and nonEnglish-speaking students.

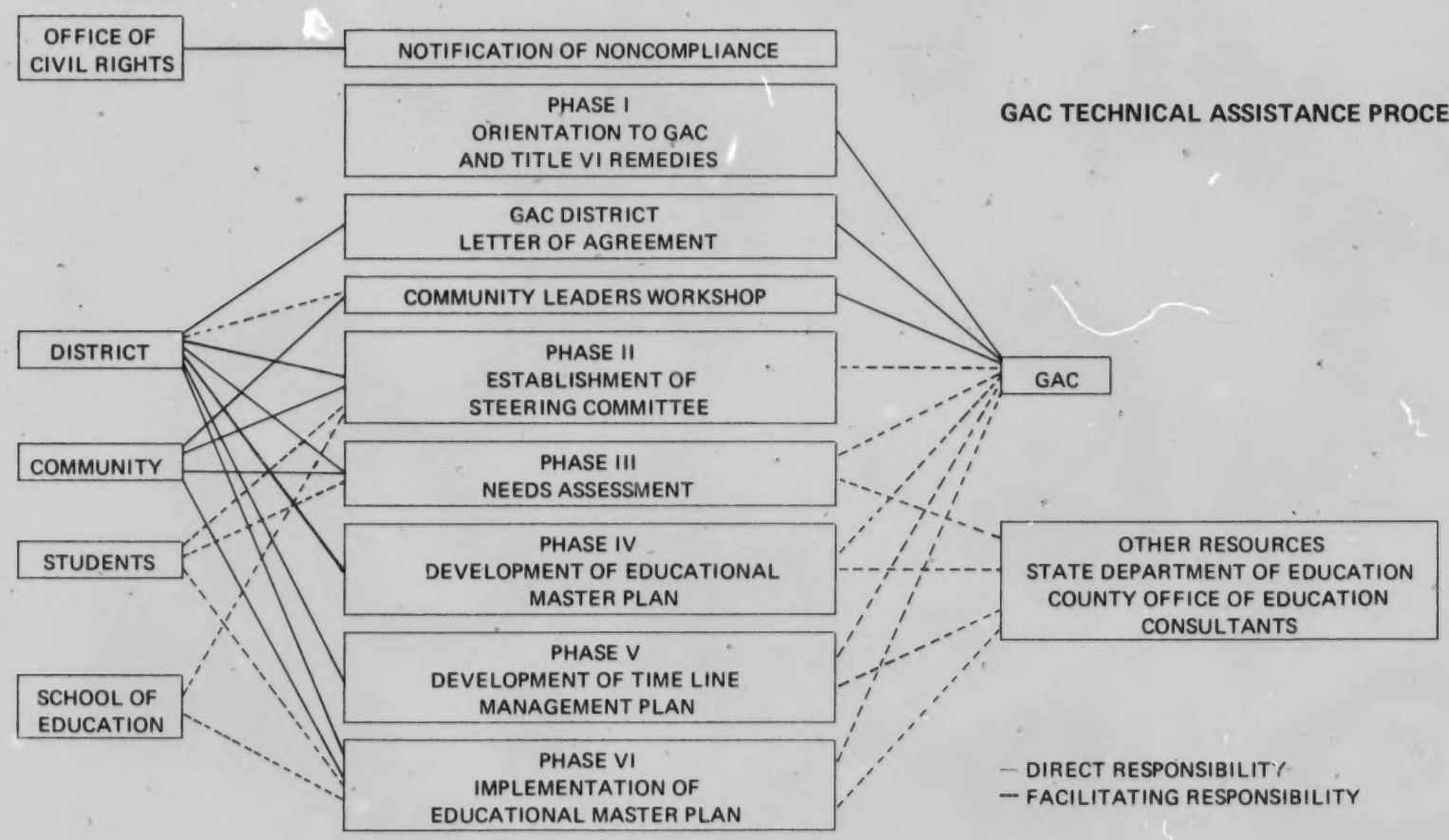
2. The development of an educational master plan reflects the input of community people, school district personnel, students, and personnel from a college of education.

3. The implementation of an educational master plan promotes the active participation of the respective nonEnglish-speaking and limited English-speaking community.

4. The conceptual framework of an educational master plan will complement and reflect the notion of cultural pluralism.

5. The local school district personnel will be primarily responsible for the implementation of the educational master plan.

The six phases are presented in the form of a diagram and should be seen as a recommended process for school districts to use in developing their educational master plan. (See the following diagram.)


GAC TECHNICAL ASSISTANCE PROCESS
OFFICE OF CIVIL RIGHTS
NOTIFICATION OF NONCOMPLIANCE
PHASE I
ORIENTATION TO GAC
AND TITLE VI REMEDIES
GAC DISTRICT
LETTER OF AGREEMENT
COMMUNITY LEADERS WORKSHOP
DISTRICT
COMMUNITY
STUDENTS
SCHOOL OF EDUCATION
PHASE II
ESTABLISHMENT OF
STEERING COMMITTEE
PHASE III
NEEDS ASSESSMENT
PHASE IV
DEVELOPMENT OF EDUCATIONAL
MASTER PLAN
PHASE V
DEVELOPMENT OF TIME LINE
MANAGEMENT PLAN
PHASE VI
IMPLEMENTATION OF
EDUCATIONAL MASTER PLAN
GAC
OTHER RESOURCES
STATE DEPARTMENT OF EDUCATION
COUNTY OFFICE OF EDUCATION
CONSULTANTS
— DIRECT RESPONSIBILITY
-- FACILITATING RESPONSIBILITY

X. What is the Purpose of the Title VI Lau Steering Committee?

The Lau Center proposes that a Steering Committee be established for the purpose of developing and implementing a district educational master plan. That plan must meet the requirements of the Title VI Civil Rights Act of 1964 with regard to limited English-speaking and nonEnglish-speaking students as interpreted by the Lau v. Nichols Supreme Court decision. There are two major reasons why the Lau Center recommends that a Title VI Lau Steering Committee, separate from other existing District Advisory Committees, be identified and formed. First, the time commitment necessary to develop the district master plan is extensive, and second, the target population should be represented on the committee. "Target population" refers to parents of limited English-speaking or nonEnglish-speaking students.

The following areas might present difficulties if one were to use an existing District Advisory Committee (DAC):

1. The time required to develop an educational master plan will be demanding, requiring at least six months of intensive effort, and will leave little time for other DAC concerns.

2. District Advisory Committees are usually not representative of limited English-speaking and nonEnglish-speaking community members. Special efforts should be made to have community members represented on the Title VI Lau Steering Committee. The formation of a new committee with the intent of including the Title VI Lau target population would prevent resentment of new members incorporated into an existing DAC.

3. Present DAC guidelines and procedures usually are not the most conducive for developing a district educational master plan.

The Lau Center suggests that existing District Advisory Committees assist the Steering Committee in coordinating and communicating with individual school sites and other school programs. The DAC could also assume responsibility for disseminating information concerning the Title VI Lau Committee and for helping in the formation of the committee.

XI. Who Should be Included in the Title VI Lau Steering Committee?

The Lau Center recommends a broad representation of the total community, which includes parents and community persons not employed by the district, who are selected by and representative of the limited English-speaking and nonEnglish-speaking population of the district. In addition, the committee should have representatives from students, teachers, administrators, instructional aides, and board members. The final composition of the Title VI Lau Steering Committee should be approved by the district board of trustees.

It is the responsibility of school districts to identify limited English-speaking and nonEnglish-speaking parents and community members, and to encourage their participation in the Title VI Lau Steering Committee. The Lau Center will provide in-service training for them so that the role they are to play in the

development of the educational master plan is clear and workable. It is important to note that members of the committee will be more cooperative if they have a full understanding of the responsibilities of serving on the committee before becoming members.

XII. What are the Responsibilities of the Title VI Lau Steering Committee Members?

The Lau Center stresses the importance of the Steering Committee's taking part in all phases of the initial planning, implementaiton, monitoring, evaluation, and modification of the district master plan. Parents and community persons should be seen as school-community assistants and as individuals who will be working together with, not merely advising, school staff.

The following are the responsibilities of Steering Committee members:

Community Members

1. Attend all Steering Committee meetings and inservice workshops.
2. Provide input concerning parent-community needs and community characteristics.
3. Select needs assessment questions and assist in conducting the needs assessment and in interpreting the findings.
4. Participate in developing the educational master plan.
5. Ensure that limited English-speaking and nonEnglish-speaking students' needs are met by the educational master plan.

6. Represent the Steering Committee in presenting the educational master plan to the school board for adoption.

7. Assist in the implementation of the educational master plan.

8. Monitor the implementation of the educational master plan.

9. Evaluate and revise the plan and the implementation process as needed.

District Staff Members

1. Attend all Steering Committee meetings and inservice workshops.

2. Provide input concerning staff and district needs.

3. Provide data concerning existing district programs, past district efforts, district policies and procedures, and district staff.

4. Select needs assessment questions, and assist in conducting the needs assessment and in interpreting the findings.

5. Participate in developing the educational master plan.

6. Ensure that limited English-speaking and nonEnglish-speaking students' needs are met by the educational master plan.

7. Represent the Steering Committee in presenting the educational master plan to the school board for adoption.

8. Implement the educational master plan.

9. Provide data so that the Steering Committee can monitor the implementation of the master plan.

10. Evaluate and revise the plan and the implementation process as needed.

XIII. How Should Members of the Title VI Lau Steering Committee be Selected?

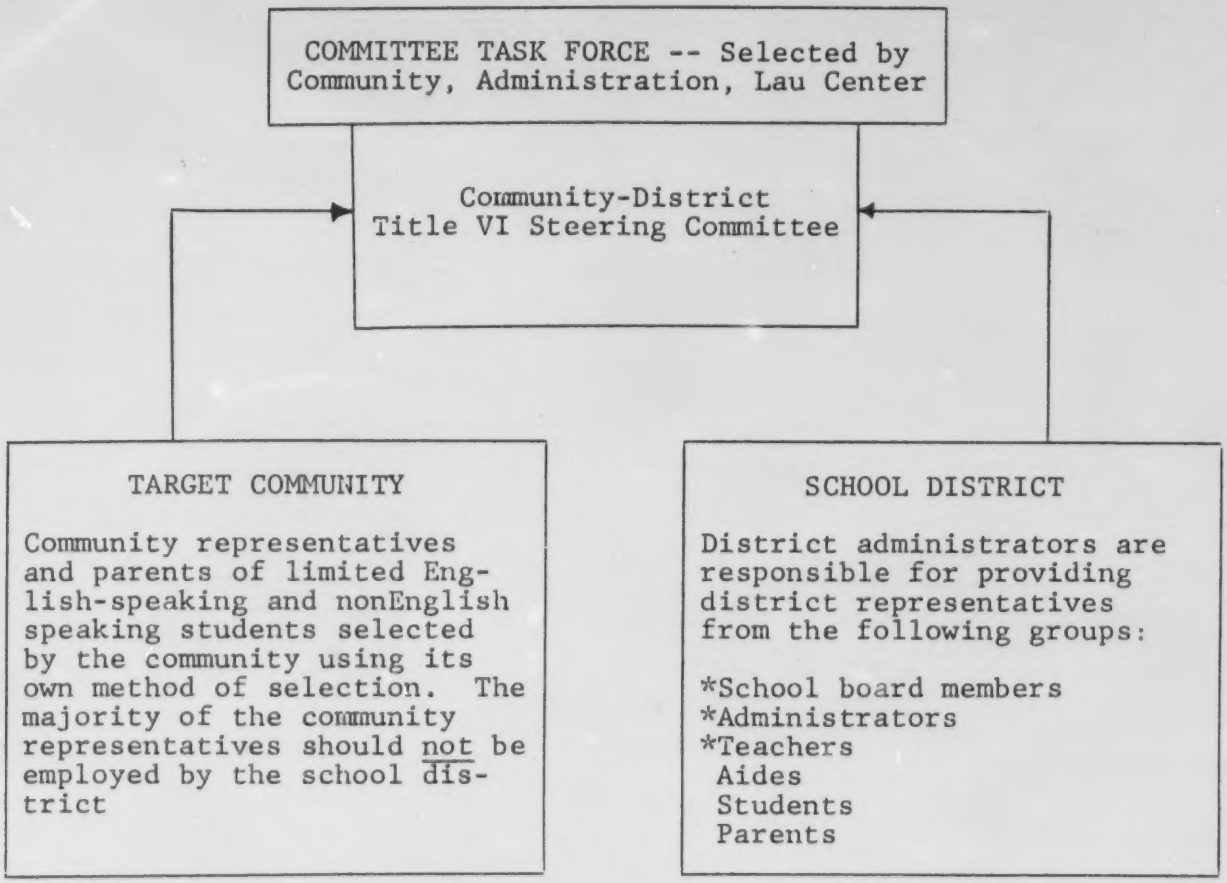
The Lau Center suggests three possible models for forming the Title VI Steering Committee (see following pages). A district may select one or a combination of the models, or may wish to use the models as an aid in developing a unique district procedure for forming the committee. Each of the models represents a committee formed of district representatives and target community representatives. All of the recommended models conform with federal, state, and local policies concerning the formation of advisory committees.

Lau Center field analysts will assist community members in the selection process and will provide special assistance to limited English-speaking and nonEnglish-speaking parents in defining the role they are to play in the Steering Committee and in encouraging their participation.

It is recommended that the committee be as widely representative of all interests in the district and community as possible, and yet remain a manageable size.

MODEL I FOR SELECTION OF TITLE VI LAU

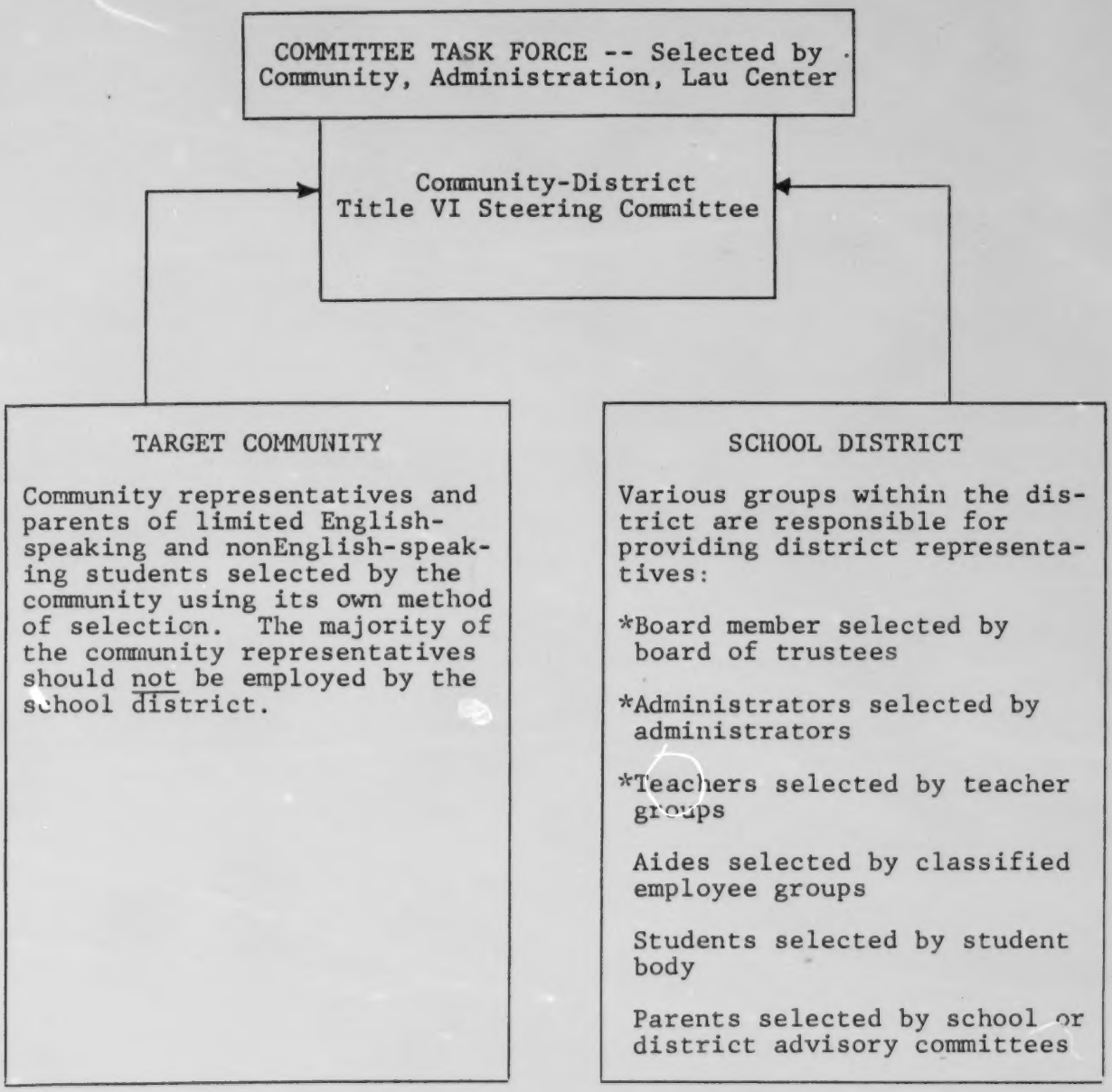
STEERING COMMITTEE


COMMITTEE TASK FORCE -- Selected by Community, Administration, Lau Center
Community-District Title VI Steering Committee
TARGET COMMUNITY
Community representatives and parents of limited English-speaking and nonEnglish speaking students selected by the community using its own method of selection. The majority of the community representatives should not be employed by the school district
SCHOOL DISTRICT
District administrators are responsible for providing district representatives from the following groups:
*School board members
*Administrators
*Teachers
Aides
Students
Parents

*May designate an alternate

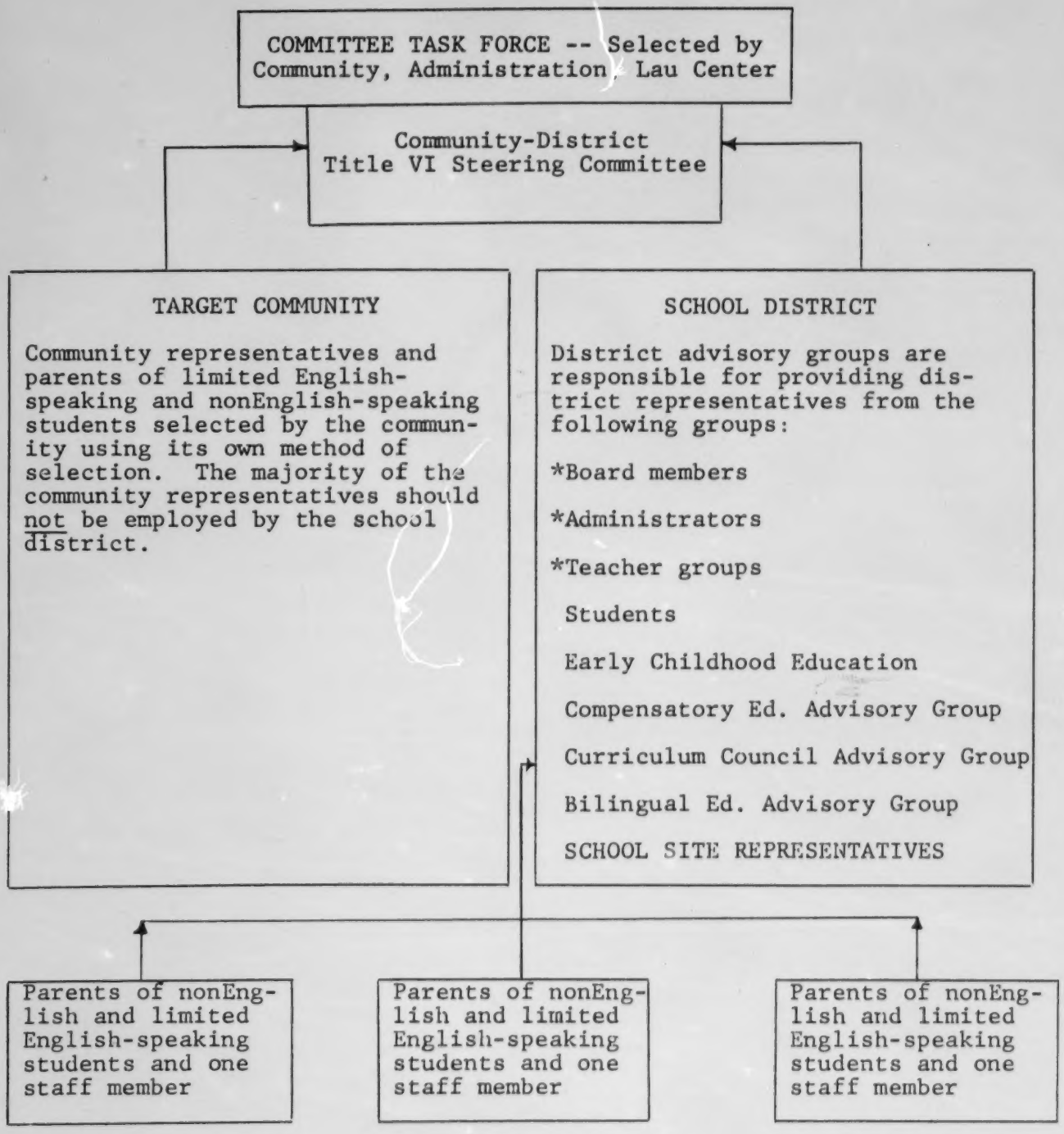
MODEL II FOR SELECTION OF TITLE VI LAU

STEERING COMMITTEE


COMMITTEE TASK FORCE -- Selected by Community, Administration, Lau Center
Community-District Title VI Steering Committee
TARGET COMMUNITY
Community representatives and parents of limited English-speaking and nonEnglish-speaking students selected by the community using its own method of selection. The majority of the community representatives should not be employed by the school district.
SCHOOL DISTRICT
Various groups within the district are responsible for providing district representatives:
*Board member selected by board of trustees
*Administrators selected by administrators
*Teachers selected by teacher groups
Aides selected by classified employee groups
Students selected by student body
Parents selected by school or district advisory committees

*May designate an alternate

MODEL III FOR SELECTION OF TITLE VI LAU
STEERING COMMITTEE


COMMITTEE TASK FORCE -- Selected by Community, Administration, Lau Center
Community-District Title VI Steering Committee
TARGET COMMUNITY
Community representatives and parents of limited English-speaking and nonEnglish-speaking students selected by the community using its own method of selection. The majority of the community representatives should not be employed by the school district.
SCHOOL DISTRICT
District advisory groups are responsible for providing district representatives from the following groups:
*Board members
*Administrators
*Teacher groups
Students
Early Childhood Education
Compensatory Ed. Advisory Group
Curriculum Council Advisory Group
Bilingual Ed. Advisory Group
SCHOOL SITE REPRESENTATIVES
Parents of nonEnglish and limited English-speaking students and one staff member
Parents of nonEnglish and limited English-speaking students and one staff member
Parents of nonEnglish and limited English-speaking students and one staff member
School A
School B
School C

*May designate an alternate

XIV. Community Workshop Case Studies to Aid in the Development of a Comprehensive Educational Master Plan

Perhaps no date has had greater significance for the linguistically distinct child than January 21, 1974. On that date, the United States Supreme Court, in the Lau v. Nichols decision, unanimously ruled that the San Francisco Unified School District was failing to provide equal educational opportunities to some 1,800 Chinese students who did not speak or understand English. The Supreme Court found that the school district had denied the students "a meaningful opportunity to participate in the public educational program." The court further declared, "We know that those who do not understand English are certain to find their classroom experience wholly incomprehensible and in no way meaningful." Laying the groundwork for school districts to provide equal education for the limited and nonEnglish-speaking student, the court challenged the educational system to examine the plight of the linguistically distinct student. The court declared:

> There is no equality of treatment merely by providing students with the same facilities, textbooks, teachers and curriculum; for students who do not understand English are effectively foreclosed from any meaningful education.

The responsibility to meet the needs of limited and nonEnglish-speaking students rests with the educational system.

Further court battles upheld the Lau decision and have interpreted that Lau v. Nichols requires the development of bilingual

educational programs to achieve equity within the school system for the linguistically distinct child. In Serna v. Portales New Mexico School District, the U.S. Court of Appeals for the Tenth Circuit ruled on July 19, 1974, that bilingual education is the only appropriate remedy under the Lau decision. Similarly, in Aspira v. Board of Education of the City of New York, the Federal District Court on August 29, 1974, relied on the Lau decision in sanctioning the immediate implementation of a complete bilingual-bicultural education program for nearly 200,000 Spanish-speaking Puerto Rican children. Other court decisions throughout the country have upheld the need for the development of educational programs for children whose primary language is other than English.

A. Noncompliance

With this in mind, several hypothetical cases will be presented with the following purposes:

1. To examine how school districts serving linguistically distinct students can be found in noncompliance with the Lau decision.
2. To acquaint community members of the Lau Steering Committee with the issues and problems involved in the six major components to be included in an educational master plan that will meet the needs of the limited and nonEnglish-speaking student.

Let us examine District A:

School District A: 1975-1976

	Total	% of Total City Pop.	% of Total Minority Pop.
1. Population (City)	18,656	100.00%	-------
2. Minority Population (City)	3,345	17.93%	100.00%
Black	392	2.10%	11.72%
Chicano/Mexican American	2,930	15.71%	87.59%
American Indian	6	.03%	.18%
Asian	17	.09%	.51%

	Total	% of Total Student Pop.	% of Total Student Minority Pop.
3. Student Population	4,817	100.00%	------
4. Student Minority Population	792	16.44%	100.00%
Black	56	1.16%	7.07%
Chicano/Mexican American	720	14.95%	90.91%
American Indian	4	.08%	.51%
Asian	12	.25%	1.52%

In examining the characteristics of the above school district, we can see that there is a significant number of culturally distinct students among the total population. This in itself raises a number of questions which we should consider.

Noting that the largest proportion of culturally and linguistically distinct students are Chicano/Mexican American, perhaps the first questions that we should take into consideration are what percentage of these students are nonEnglish-speaking, how many are bilingual, how many are monolingual English, and what programs have been implemented by the school district to meet the needs of the linguistically distinct students. An additional concern of extreme inportance is the method used by

the school district to determine the primary language of the child. These are important areas of consideration because a district that fails to properly identify or to meet the needs of the linguistically distinct child may be found in noncompliance with Title VI of the Civil Rights Act.*

Characteristically, the Office for Civil Rights will find a district in noncompliance for one of the following two reasons:

1. Inadequate identification and improper linguistic assessment of students whose primary or home language is other than English, or
2. Denial of equal educational service based on the insufficient operation of a program designed to serve the language needs of students who speak little or no English.

Therefore, when a school district is found in noncompliance with the Lau decision, it then becomes the district's responsibility to begin to develop a comprehensive program that will meet the needs of the linguistically and culturally distinct student. There are a number of areas that need to be examined in order to develop an effective educational program. The Lau Center of San Diego recommends six areas of major concern that immediately should be taken into consideration:

1. Student Language Determination
2. Curriculum Development
3. Staff Development
4. Counseling and Guidance
5. Community Relations
6. Administrative Reorganization

*Refer back to Part VI of this manual for the information requested by the Office for Civil Rights

B. Student Language Determination

Within our educational system, verbal communication is the principal means for the transmittal of knowledge. More than likely, instruction will be conducted in the dominant language of the area, which in the U.S. is English. The student whose primary language is other than English is excluded from the educational process. Therefore, to meet the needs of these students, some type of language assessment must be implemented which will determine the primary language of the student.

Let us take a closer look at District A. Ninety-one percent of the total minority student population is Chicano. Yet, of this population we have no idea what percentage of these students are monolingual Spanish, monolingual English, or bilingual. Therefore, our first task is to determine the language needs of the student population. To determine these, we need to examine some basic questions:

1. How are students of culturally and linguistically distinct backgrounds identified?
2. How is language ability determined? -- through testing? If so, who chooses the instruments?
3. Are parents aware of the language assessment component? If so, are they actively involved?
4. Which would be the best means to determine home language assessment in the district?

Note: The above questions should be asked of all school districts, regardless of how small or large the percentage of limited and nonEnglish-speaking students may be.

Case I

In seeking to determine the language use of the students of school district B, which has 80% Spanish-speaking students, the school district used the following method:

First: It selected five Anglo teachers to conduct a language survey in all the classrooms of the district.

Second: The survey contained the following three questions:

1. What language did you first learn?
2. What language do you prefer to use, i.e. are most comfortable with?
3. What language do you use at school?

In what areas did the above school district fail to properly identify the language of the students? Use the "Home Language Identification Questionnaire" on the next pages to help you discover some problems with the above method. See Appendix A for an analysis of the deficiencies of the survey.

HOME LANGUAGE IDENTIFICATION

Name of Child_____ Date_____ _____

School_____ Grade or Level_____

PLEASE ANSWER THESE QUESTIONS CONCERNING YOUR CHILD:

1. What is your relationship to the child attending the school from which this survey came?

   ( ) Father
   ( ) Mother
   ( ) Other relative
   ( ) Family friend
   ( ) Other_____

2. What language did your child learn when he/she first began to talk?

   ( ) Spanish
   ( ) English
   ( ) Combination of English and Spanish
   ( ) Other language (specify:_____)

3. What languages does your family mainly speak in your home?

   ( ) Spanish
   ( ) English
   ( ) Combination of English and Spanish
   ( ) Other language (specify:_____)

4. What language does the mother mainly speak with her child?

   ( ) Spanish
   ( ) English
   ( ) Combination of English and Spanish
   ( ) Other language (specify:_____)

5. What language does the father mainly speak with his child?

   ( ) Spanish
   ( ) English
   ( ) Combination of English and Spanish
   ( ) Other language (specify:_____)

6. What language does the child mainly speak with his/her mother?

( ) Spanish
( ) English
( ) Combination of English and Spanish
( ) Other language (specify:_____)

7. What language does the child mainly speak with his/her father?

( ) Spanish
( ) English
( ) Combination of English and Spanish
( ) Other language (specify:_____)

8. What language does the child mainly speak with other adults at home?

( ) Spanish
( ) English
( ) Combination of English and Spanish
( ) Other language (specify:_____)

9. What language does your child mainly speak with his/her brothers and sisters?

( ) Spanish
( ) English
( ) Combination of English and Spanish
( ) Other language (specify:_____)

10. What language does your child mainly speak with his/her friends?

( ) Spanish
( ) English
( ) Combination of English and Spanish
( ) Other language (specify:_____)

IDENTIFICACION DEL IDIOMA DEL HOGAR

Nombre del niño/a_____Fecha_____

Escuela_____Grado o nivel_____

POR FAVOR CONTESTE ESTAS PREGUNTAS ACERCA DE SU HIJO/A:

1. ¿Cual es su parentesco con el niño/a que asiste a la escuela de donde obtuvo esta forma?

   ( ) Papá
   ( ) Mamá
   ( ) Pariente
   ( ) Amigo de familia
   ( ) Otro_____

2. ¿Cual idioma aprendió su hijo/a cuando empezó a hablar?

   ( ) Español
   ( ) Inglés
   ( ) Combinación de español e inglés
   ( ) Otro idioma (especifique_____)

3. ¿Cual idioma (o idiomas) se habla o se entiende por la gente que vive en su hogar?

   ( ) Español
   ( ) Inglés
   ( ) Combinación de español e inglés
   ( ) Otro idioma (especifique_____)

4. ¿Cual idioma, con más frecuencia, habla la mamá con su hijo/a?

   ( ) Español
   ( ) Inglés
   ( ) Combinación de español e inglés
   ( ) Otro idioma (especifique_____)

5. ¿Cual idioma, con más frecuencia, habla el papá con su hijo/a?

   ( ) Español
   ( ) Inglés
   ( ) Combinación de español e inglés
   ( ) Otro idioma (especifique_____)

6. ¿Cual idioma habla el hijo/a con su mamá?

( ) Español
( ) Inglés
( ) Combinación de español e inglés
( ) Otro idioma (especifique_____)

7. ¿Cual idioma habla el hijo/a con su papá?

( ) Español
( ) Inglés
( ) Combinación de español e inglés
( ) Otro idioma (especifique_____)

8. ¿Cual idioma habla el hijo/a con otros adultos en su casa?

( ) Español
( ) Inglés
( ) Combinación de español e inglés
( ) Otro idioma (especifique_____)

9. ¿Cual idioma, con más frecuencia, usa su hijo/a con sus hermanos y hermanas?

( ) Español
( ) Inglés
( ) Combinación de español e inglés
( ) Otro idioma (especifique_____)

10. ¿Cual idioma, con más frecuencia, usa su hijo/a con sus amigos o amigas de la vecindad?

( ) Español
( ) Inglés
( ) Combinación de español e inglés
( ) Otro idioma (especifique_____)

Case II

Fulano Rivera was born in New York City of Puerto Rican-born parents. Fulano is sent to a school where English-speakers are predominant, and he quickly grasps the English language. At home, Fulano speaks Spanish fluently with his parents, who encourage him to cultivate the Spanish language. Based on this brief information, in which of the five language ability categories would you place Fulano?

1. Monolingual speaker of a language other than English (speaks the language other than English exclusively).
2. Predominantly speaks a language other than English (speaks mostly the language other than English, but speaks some English).
3. Bilingual (speaks both the language other than English and English with equal ease).
4. Predominantly speaks English (speaks mostly English, but speaks a little of another language other than English).
5. Monolingual speaker of English (speaks English exclusively).

Is Fulano Rivera subject to the Lau Remedies? Why?

See Appendix A for an analysis of this case.

C. Curriculum Development

Once we have determined the linguistic needs of our student population, we must examine the curricular needs of the school district. The curricular needs in this case have to meet the needs of the total population of the school district. That is, they must meet the needs of not only the linguistically distinct students, but the needs of all students of various cultural backgrounds. Some of the areas of exploration should be:

1. What resources are available to purchase and develop materials?
2. What materials are presently available? Are they culturally and linguistically sensitive to the total student population?
3. What types of instructional programs for the language different child presently exist within the district?
4. Are the present instructional programs bilingual programs, or are they basically ESL programs?
5. Who developed these programs--administrators, teachers, students, community or a body representative of all the above groups?
6. Is the present curriculum culturally and linguistically sensitive?

Case I

In school district C, Mr. and Mrs. Fu Tan were looking over the history books of their 7th and 8th grade children. They were very surprised and disturbed that nothing was mentioned in the history books about Chinese culture or history, since 65% of the school district children are Chinese-speaking. Likewise, the Black, Filipino and Native American historical perspective were omitted from the textbooks. Yet, these groups are also represented in the school district. It seemed that the whole textbook focused on the white, Anglo-Saxon point of view, their history, culture and values. Mr. and Mrs. Tan decided then and there to form a community group to present to the district staff a plan that would guarantee that curriculum materials include relevant materials that would meet the educational needs of the linguistically and culturally distinct student.

What procedures would you suggest to Mr. and Mrs. Tan in order to effectively make sure that unbiased materials be included in the textbooks of this school district? See Appendix B for suggestions concerning this question.

Case II

Mr. Jose De la Cruz just moved into school district D. He is extremely interested in how his children are educated and what materials are used in that school district, especially those materials used for the linguistically and culturally distinct students. Upon investigation, he found out that the district has a curriculum committee responsible for development, implementation, and evaluation of materials and curricula. He also discovered that there were no Filipino representatives on the curriculum committee, in spite of the fact that 45% of the students in the school district are of Filipino ancestry.

What steps do you think that Mr. De la Cruz should follow to make sure that the Filipinos are included in the decision-making process concerning curriculum materials? See Appendix B for suggestions concerning curriculum development.

Case III

Mr. and Mrs. Fulano Zotano are recent immigrants from Mexico. They have frequently been told that in order for their children to succeed in the United States, they must speak English and forget their Spanish. Mr. and Mrs. Zotano want their children to have the best in this life and to succeed in American society. They have an option of choosing between two schools. One offers an ESL (English as a Second Language) program, the other a bilingual program for limited and nonEnglish-speaking students. Mr. and Mrs. Zotano want very much for their children to learn English in order to succeed in the U.S., but they don't know which of the above two programs would be best for their children.

What program do you think would be best for the children of Mr. and Mrs. Zotano? Why? What is an ESL program? What is a bilingual program? What are the main points that limited and nonEnglish-speaking parents should know concerning the issue of ESL vs. bilingual programs? See Appendix B for further discussion on issues raised here.

D. Staff Development

To insure that the school program is successful in meeting the needs of the student population, we must have staff participation and support in the development of the program. Eventually the staff members (teachers, paraprofessionals) will be the people implementing the program that is developed. Therefore, it is imperative that they be involved at all stages of the development and implementation of the program. Consequently, there are a number of questions in this area that should be answered before we implement our program:

1. Does the school district have enough properly trained staff to implement a program that will meet the needs of the linguistically distinct student?
2. What type of inservice programs need to be developed to retrain those teachers willing to participate in the school program, i.e., language training, cultural education, etc.?
3. Is there a need for the development of a hiring plan in order to bring in new people to work in the program? If this is so, what is the financial commitment of the district toward such a plan?
4. Is there a need to develop workshops to explain the goals of the program to those staff members not participating in the actual program?
5. What role can parents play in staff development programs?

Case I

School district E in Florida has a high percentage of nonEnglish-speaking (NES) and limited English-speaking (LES) students of Cuban ancestry. However, the total school enrollment is beginning to decrease. The majority of the teachers are Anglo and do not speak Spanish or understand the Cuban culture. Because of the drop of school enrollment and a limited budget, there will be little hiring of new teachers. Meanwhile, federal guidelines are putting pressure on the school district to have more bilingual-bicultural teachers to meet the needs of the NES and LES students.

As a person who lives in this district, what would be your recommendations to the school district for the training and preparation of teachers in the district? See Appendix C for further suggestions.

Case II

School district F has about 80% Chinese-speaking students in its district, and it has just received a large grant of money from the federal government for inservice training of its teachers and district staff. The grant has stipulated that priority should be given to areas of inservice training that are vital in meeting the needs of the NES and LES students. Following is a list of topics or areas of staff development. Which would you suggest for this school district and why?

1. Classroom management
2. Diagnosing learning needs
3. Parent volunteers
4. Community involvement in developing a master educational plan
5. Individualized instruction
6. Instructional aides
7. Materials: selection/evaluation/development
8. Bilingual teaching methodologies
9. Culture/history of minorities
10. Others you feel are important

For more discussion on the above areas of staff development, see Appendix C.

E. Counseling and Guidance

Thus far, we have assessed the language characteristics of the students, established the curricular needs and identified staff development needs. Another area of concern is the relationship of counseling and guidance to the success of our educational plan. We need to examine a number of important factors in this area:

1. What role does the counselor play in placing the student in a particular educational program?
2. What role should counselors play in counseling students?
3. What type of inservice training is needed for the counseling staff?
4. What type of participation (role) should the counseling staff play in program development?
5. What types of testing are they presently using?
6. Are these tests linguistically and culturally sensitive? If not, are there alternatives?
7. Are parents actively involved with the counseling staff?

Case I

Felipe Dimagiba is Filipino and an excellent student, both in his academic subjects and in carpentry and welding. He attends Rizal High School in a predominantly Filipino community in California. Felipe comes from a poor family of eleven: nine brothers and sisters and his parents. Felipe wishes to go to college and become a lawyer to help his people in their many legal problems. However, he cannot go to college unless he receives financial assistance or a college scholarship. There are various law colleges throughout the country seeking to attract minorities by offering them very adequate scholarships. The faculty counselor advises Felipe to go to a vocational school nearby and further develop his skills in carpentry and welding.

Do you think the above faculty counselor gave the right advice to Felipe? What are your recommendations in regards to faculty counselors at Felipe's school? For further discussion see Appendix D.

Case II

In school district G, 80% of the Puerto Rican students fail to graduate from high school. Furthermore, 75% of the Spanish-speaking Puerto Rican students who do graduate do not develop adequately the basic academic skills necessary to equip them to be functional and effective citizens of society. It is noted that a number of Puerto Rican students need and want counseling and personal guidance to cope with the drug and gang problems daily confronting them. Finally, it has been discovered that those in charge of counseling and personal guidance programs in the district are mostly Anglos who are not familiar to the community, family, and personal problems of the Puerto Rican students.

What would be your recommendations for an effective counseling and guidance program in this school district? For further discussion see Appendix D.

Case III

Angelita is a senior in high school. She is the first in her family to reach the 12th grade -- two older brothers dropped out before completing the 8th grade. During a weekend in early April, her mother was taken to the hospital for an emergency operation for which the family had no insurance.

Without consulting her father, Angelita went to see Mr. Jones, the counselor, about leaving school so she could get a job and help pay for the hospital expenses. At first, Mr. Jones could not understand why Angelita could not wait one more month, but when he saw how determined she was to help her family, he decided to help her fill out the necessary forms to withdraw from school.

Based on the above information, what suggestions would you make to the counselor so that he becomes involved with the family to find ways for Angelita to remain and graduate from school?

(Note: Possible skit -- role play Angelita and an Anglo counselor, followed by the Anglo counselor seeking assistance from a Chicano teacher aide in contrast to Angelita's interaction with an Anglo counselor and with a Chicano counselor.)

See Appendix D for discussion of this case.

Case IV

After some pressure from a council of Chicano parents in 1973, the Zapata School district hired Mr. Martinez, the first Chicano counselor for the 1974/75 school year. At the end of his second year, Mr. Martinez is visited by six representatives of the council. They were concerned because Chicano students had complained that he was too busy to see them when they needed counseling.

Mr. Martinez agreed with the students' complaints. He explained to the parents that he could have more time with students 1) if his principal would have allowed him to train student or parent volunteers to help with the heavy clerical work load, and 2) if his principal would have accepted his request to conduct group counseling sessions (rather than one-to-one counseling) with Chicano students and parents after school hours.

How can the council become involved with the principal to support Mr. Martinez' efforts?

(Note: Possible skit -- involve parents from the audience or staff to role play meeting with Mr. Martinez also subsequent meeting with the principal.)

Refer to Appendix D concerning this case.

F. Community Relations

One area of major importance that is often neglected is that of community participation within the school program. Since the school program should focus primarily on the needs of the particular community, we need to examine a number of issues:

1. To what extent is the community presently involved within the school district?

2. Are parents encouraged to become actively involved?

3. Are the schools sensitive to the language and cultural needs of the parents? Are meetings bilingual?

4. To what degree is the community involved in:
   - -needs assessment?
   - -decision making?
   - -instructional activities?
   - -community groups and organizations?
   - -administrative activities?
   - -selecting and evaluating materials?
   - -establishing goals and objectives?
   - -program planning?

5. Are parents involved in activities at both the school and district level?

6. What kinds of information and training should parents receive in order to participate in school programs and activities?

Case I

Mr. and Mrs. Pereira, who can only speak Portuguese, are very interested in the education of their six children who are enrolled in grades one through eight. However, they feel insecure and inadequate in expressing themselves to the teachers, who do not speak Portuguese. Furthermore, they do not understand the meaning of the grades and comments made on the report cards of their children. To add to all of this, Mr. and Mrs. Pereira have the impression that they are not welcome in the parent/teacher meetings. Recently, three of their children received failing grades in major subjects and had discipline problems with their teachers. The parents are becoming desperate.

What would you do if you were a neighbor to the Pereira family and wanted to help them? How would you better the school/community relations? See Appendix E for further discussion.

Case II

The relationship between teachers and Chinese parents in school district H is not very good. Some Chinese parents are accusing teachers of treating their children in a harsh and discriminatory manner. The teachers, mostly Anglo, are complaining that by speaking Chinese, the children are very discourteous to the teachers. The teachers feel that they are being ridiculed and made fun of by the Chinese-speaking children. The result of all this is that the children are not learning. Things have gotten worse. In the last community/parent meeting, some Chinese parents and Anglo teachers exchanged harsh words and tempers flared. A number of the students have lost interest in school and are thinking of dropping out. Some have turned to drugs, others have gotten in trouble with the police.

How would you, as a parent of school children, approach this situation? See Appendix E for further discussion.

G. Administrative Reorganization

Imperative to the success of any program is the need for district administrative support. District administrators must support a program philosophically, as well as financially, for the program to survive. Even though funds are presently available for the development of bilingual programs, eventually districts are going to have to assume the fiscal responsibility for the success of their district bilingual programs. Therefore, we should ask ourselves:

1. What type of support is there at the administrative level for the development of the bilingual program?
2. Are bilingual programs included as an integral component of the total educational plan of the school district?
3. Is there an affirmative action plan for the hiring of teachers?
4. What are funding sources for district educational projects?
5. To what extent are local average daily attendance (A.D.A.) funds used for bilingual programs?
6. To what extent is there community input in budget considerations and allocations?
7. What are the existing goals and objectives of the school district?
8. Is there an established procedure to insure prompt response to complaints and suggestions from parents?
9. Are parents encouraged to participate at the district level?

Case I

School District I has 60% limited and nonEnglish-speaking students. It is predominantly a Chinese community. There are no bilingual programs in the school district, and only a few ESL programs. The superintendent and his staff have resisted community pressure by saying that the district has no funds, only a few bilingual teachers, and hardly any bilingual-bicultural materials to implement a bilingual program in the district. The school district administrative staff has no bilingual-bicultural person in a top level decision making position who represents the Chinese community.

What recommendations would you make for an administrative reorganization effort in this school district? See Appendix F for further suggestions.

Case II

School district J has an excellent superintendent who wishes to implement bilingual-bicultural programs in the total school district, which is predominantly Filipino. He has frequently gone out to the community and explained to the total community why bilingual-bicultural programs are vitally important, especially for the limited and nonEnglish-speaking students, but also for the other students in the district. However, the school board members have continuously voted down the superintendent's bilingual-bicultural programs. After two years of fighting these battles with the board members of the district, the superintendent is thinking of accepting another job at another school district.

As a member of this school district, would you want the superintendent to stay? If so, how could you help him? If not, why? See Appendix F for further suggestions.

XV. Summary and Conclusions

As one can see, there are a number of issues involved in order to develop a successful educational program for the linguistically distinct student. These concerns range from community and staff development to administrative reorganization and from curricula development to the development of sensitive counseling programs. Yet, each school district will have unique problems and solutions. This manual is only meant as a guide for community members to raise some questions and provide them with basic information to prepare them to be effective members of the Lau Steering Committee. What is important is that the program that is developed within the respective districts of each community meet the individual needs of the particular community and student population.

XVI. Glossary of Terms

A.D.A.

Average daily attendance

A.F.D.C.

Aid to families of dependent children.

Achievement Level

The degree to which a student has mastered a given learning process. Generally measured by the grade level the student has reached or the tasks he can do.

Affirmative Action

To act positively to assure that minority groups, males and females are fairly represented in jobs.

Bilingual

A person who uses two languages.

Bicultural

Pertaining to two cultures or to one who participates in two cultures.

Bilingual Education

The use of two languages, one of which is English, to teach students.

Bilingual-Bicultural Program

A program which utilizes the student's home language and culture in instruction, maintaining and further developing all the necessary skills in the student's home language and culture while introducing, maintaining and developing necessary skills in a second language and culture. The objective is a student who can function in both languages and cultures.

Community Involvement

Active participation of community members and parents in school programs.

Compensatory Education

"The providing of special programs to make up for educational problems caused by economic, cultural, or social disadvantage." The central concept of this approach is that the child is disadvantaged because he is culturally and linguistically different and must be helped to become the same as the dominant culture group. Compensatory education tends toward a monocultural society as opposed to a multicultural society.

Curriculum

The ideas and skills that are taught in school.

Curriculum Materials

Textbooks, library books, films, filmstrips, games, records, workbooks, materials students use for learning.

Discrepancy Analysis

The evaluation or assessment between what was intended/planned and what was actually accomplished or between what is being done and what should be done.

District Advisory Committee

A group of persons who come together to provide a school district with input in regards to an issue, program, educational policy or plan.

Educational Plan

A detailed plan as to what should be done to achieve instructional goals.

English-as-a-Second-Language (ESL)

A structured language acquisition program designed to teach English to students whose first language is not English.

Evaluation

To decide if an activity or program is doing what it was supposed to do, pointing out strengths and weaknesses.

Federal Regulations

Rules set by the United States government in Washington, D.C. which must be followed in school programs.

GAC

General Assistance Center, another name for the Lau Center.

Goals

Broad statements of what one (or what an institution) intends to do.

Guidelines

Statements of the interpretation of laws by the government agencies who enforce those laws.

High Intensity Language Training (HILT)

A program designed to teach students a new language by immersing them completely in the language instead of developing its use gradually.

Individualized Instruction

Basing information, learning activities, materials, assignments, and methods of teaching upon the needs and abilities of each student (the opposite of giving all students in a class the same assignments, same books, same instruction).

Language Dominance

The language in which the student has greater competence in formal and informal situations.

Language Proficiency

- The degree of language fluency and ability of a student in speaking and understanding a given language.

Lau Center

A center supported by Title IV (ESAA) funds of the Federal Government to assist school districts to develop plans to assist nonEnglish-speaking and limited English-speaking students in obtaining equal benefits from school programs.

Lau v. Nichols

The Supreme Court decision saying that the failure of a school district to provide for the special linguistic needs of LES and NES students is a violation of the Civil Rights Act of 1964, which bans discrimination in any program receiving federal financial assistance.

Limited English-Speaking (LES)

One who speaks a language other than English in the home environment, and who is less capable of performing school work in English than in the other language.

Management Plan

A description of intended or planned outcomes which identifies objectives, specified strategies and activities, time-lines, resources necessary to accomplish an activity and persons responsible for the activities.

Monolingual

One who uses only one language.

Multicultural

Many cultures.

Multilingual

One who uses more than two languages.

Multilingual/Multicultural Program

A program operated under the same principles as a Bilingual/Bicultural Program, except that more than two languages and cultures are treated.

Needs Assessment

A determination of what needs to be done or of what special problems or needs exist.

NonEnglish-Speaking (NES)

One who communicates in a language other than English and is unable to conduct basic conversations in English or to participate in English classroom instruction.

Objective

A statement that specifies what is expected to be demonstrated or accomplished by specifying conditions and criteria to be used in assessing a person or activity.

Oral Language Assessment

A determination of 1) the student's dominant language, and 2) the degree of the student's language ability.

Parent Participation

A term used to refer to various ways in which a parent can help with the education of his/her child.

Primary Language/Home Language/First Language

The language first learned by the student or the language spoken by persons in the student's home.

Remedies

The legal means to recover a right or to prevent a wrong or maintain redress for a wrong.

Steering Committee

A committee to make recommendations and suggestions to a school district in reference to an issue, program, educational policy or plan.

Staff Development

Programs and training for the purpose of assisting teachers to improve their skills and learn about new programs, different cultures, and information pertinent to the educational needs of students.

Student Characteristics

Identification of factors that describe a student, such as age, grade level, conceptual skills, sex, language proficiency, etc.

Task

An activity to be implemented or demonstrated.

Time-Line

A projection of dates for starting and/or completing an activity, plan or project.

Title VI Civil Rights Act (CRA) of 1964

Forbids discrimination because of race, color, or national origin in any program or activity receiving federal aid.

Title VI Steering Committee

A committee of community people and district staff who have the responsibility to develop an educational plan to meet the needs of NES and LES students.

Transitional Bilingual Education Program (TBE)

A program operated in the same manner as a Bilingual-Bicultural Program, except that once the student is fully functional in the second language (English), further instruction in the native language is no longer provided.

Underachievement

Performance in each subject area (e.g. reading, problem solving) below district norms, as determined by some objective measures, for non-ethnic/racial minority students. Mental ability scores cannot be utilized for determining achievement.

SPECIAL EDUCATIONAL PROGRAMS

Federal Programs

Elementary and Secondary Education Act of 1965 (ESEA):

Title I: Money from the Federal Government which allows districts to provide special teachers, special materials and special programs for students who live in low-income areas, speak a language other than English or are underachieving.

Title II: Provides funds for school library resources, textbooks, and other instructional materials.

Title III: Provides money for special educational centers and services, and to stimulate and assist in developing model programs; provides money for testing, guidance and counseling programs.

Title IV: Provides money for libraries, learning resources, educational innovation projects.

Title V: Grants to State Departments of Education.

Title VII: Bilingual Education Programs -- provides money for model bilingual programs; for training of bilingual teachers; for resource centers, materials development centers and assessment centers.

Emergency School Aid Act of 1972 (ESAA): Provides money to assist school districts in eliminating desegregation problems; also has funds for special math projects, children's television, and bilingual programs.

State Programs

Miller-Unruh Special Reading Instruction Program (1965): Provides money for special elementary school reading programs in grades K-3.

AB 1302 -- Early Childhood Education (ECE)(1972): Provides money to improve educational programs for students in grades K-3.

AB 2284 -- Bilingual-Bicultural Education (State Funded) (1972): Provides money to school districts to develop and implement bilingual-bicultural programs.

State Programs (continued)

SB 90 -- Educationally Disadvantaged Youth (1972): Provides extra money to school districts with students who come from low income families, or who are underachieving.

AB 127 D/Consolidated Application: A plan required from each school district describing all of the district's educational programs. "D" stands for District.

AB 127 S/Consolidated Application: A plan required from each school describing the school goals and objectives. "S" stands for School.

AB 2817 Bilingual Teacher Training (1974): Provides funds to universities and community colleges to provide stipends to bilingual teacher candidates enrolled in a degree and credential program.

APPENDICES: SUGGESTIONS REGARDING THE CASE STUDIES

Introduction:

The following suggestions include some approaches to the solutions of the case studies presented in this booklet. The purpose of this section is to provide community representatives with basic information on the issues included in the case studies. The reader is encouraged to complement this initial knowledge with further reading and study as suggested in the reading list for each case.

APPENDIX A: Student Language Identification

Case I: The first thing that a noncompliant school district must do, according to the Task Force Remedies, is to identify the language of all of its students. The purpose for this requirement is to determine which students speak a language other than English. Based on the Task Force Remedies, the following three questions will help the school district determine which students are Lau students. If the answer to any of the questions is other than English, the student is identified as a Lau student:

1. What language did the student first learn?
2. What language is most often spoken by the student?
3. What language is spoken at the home of the student?

The Lau Center of San Diego recommends that the above questions be included in a "Home Language Questionnaire" sent to parents. Furthermore, the questionnaire should be conducted by persons who speak and understand the target languages (i.e. the languages other than English spoken by parents of the students.) Because language and culture are interconnected, the "Home Language Questionnaire "should also be administered by persons sensitive to the culture of the target language.

School district B failed in its student language identification process in the following areas:

1. It was deficient in providing linguistically and culturally sensitive persons to conduct the home language survey.
2. The home language survey should be conducted at home and not in the school.
3. The school district also failed to ask the basic question:
   "What language is spoken at home of the student?"

Case II: The answer to the first question in this case (In which of the five language ability categories would you place Fulano?) is obviously bilingual. It is clear from the information provided in this case study that Fulano can speak both English and Spanish with equal ease. The answer to the second question (Is Fulano Rivera subject to the Lau Remedies? Why?) is also in the affirmative. This needs a little bit more explanation.

A student's primary or home language is considered other than English if it meets at least one of the following criteria:

1. The student's first acquired language is other than English.

2. The language most often spoken by the student is other than English.

3. The language most often spoken in the student's home is other than English, regardless of the language spoken by the student.

Although Fulano Rivera is a bilingual student, i.e. he can fluently speak both English and Spanish, the home language is Spanish and this factor determines that Fulano is a potential Lau student. In this case the question of Fulano's achievement at school is crucial in order to determine the district's obligation to Fulano Rivera based on the Task Force Remedies. If Fulano is achieving according to the established norms of the school district for all non-minority students, the obligation of the Task Force Remedies of providing special instructions for Fulano cease. However, if Fulano is underachieving, the obligation of providing special instruction remains.

Suggested Reading List:

Office for Civil Rights/Department of Health, Education and Welfare. Task Force Findings Specifying Remedies Available for Eliminating Past Educational Practices Ruled Unlawful Under Lau v. Nichols. Washington, D.C: Gov. Printing Office, 1974.

Region G-Lau Center. Phase I Manual: Overview of the Lau Center Technical Assistance Process and the Office for Civil Rights Task Force Remedies. San Diego ; Institute for Cultural Pluralism, San Diego State University, 1976.

_____. Student Language Identification. Unpublished student language identification survey. San Diego, Institute for Cultural Pluralism, San Diego State University, 1976.

_____. Phase IV Manual: Recommendations and Guidelines for Developing a Comprehensive Educational Plan to Comply with Title VI of the Civil Rights Act, 1964. San Diego: Institute for Cultural Pluralism, San Diego State University, 1976. (Section on "Student Language Determination.")

Rosaura Sanchez. "Critique of Oral Language Assessment Instruments." Report given at San Diego Oral Language Assessment Workshop, sponsored by Region G-Lau Center, March, 1976.

Supreme Court of the United States. Lau et al v. Nichols et al. No. 72-6520. Argued December 10, 1973 - Decided January 21, 1974.

A Brief Review of Assessment Instruments for the Bilingual Student. Los Angeles: Office of the Los Angeles County Superintendent of Schools, Division of Curriculum and Instruction, 1975.

Josue M. Gonzalez and Ricardo Fernandez. "Toward the Development of Minimal Specifications for Lau-Related Language Assessments." Report presented at the International Bilingual-Bicultural Conference, San Antonio, Texas, May, 1976.

APPENDIX B: Curriculum Development

Case I:

In order for Mr. and Mrs. Tan to make sure that the textbooks of their children reflect accurate information and are not biased against the culturally and linguistically distinct, it is recommended that they become acquainted with some criteria that will be helpful in the evaluation of classroom textbooks. Such criteria, as follows, defines some of the major areas of biases found in textbooks:

1. Cultural bias can be defined as:

   Any method used by a writer or artist, whether by illustrations or written passages, through which continual elaboration is made of the typical patterns of human behavior of a given group. (Manual for the Development of Instructional Materials Relevant to the Needs of U.S. Spanish-Speaking Students, Materials Acquisition Project, S.D.S.U., 1975, p. 73.)

   Checklist for Cultural Bias

   a. Are people from a certain ethnic group or cultural background made to appear ignorant, lazy, unintelligent?

   b. Are cultural values of one group preferred over one another?

2. Political bias has been defined as:

   "Other than the obvious tendency to debase one political belief as opposed to another, political bias is any method used by a writer or artist, whether by illustrations or written passages, through which any authoritarian figure is presented as the sole decision maker." (Ibid. p. 73.)

Checklist for political bias

a. Is the lack of political power on the part of some cultural groups in the United States represented as due to the groups' apathy, ignorance, or laziness?

b. Are conflicts between the United States and other nations presented in a simplistic "good guys vs. bad guys" manner?

3. Racial bias is defined as:

"Any method used by a writer or artist, whether by illustrations or written passages, through which equal treatment is not given to different racial groups." (Ibid. p. 73.)

Checklist for racial bias

a. Does the material obviously debase one race as opposed to another?

b. Are members of a certain racial group depicted as inferior, lazy, ignorant, etc?

4. Religious bias is defined as:

"Any method used by writer or artist whether by illustrations or written passages, through which there is proselytizing or continual elaboration of the beliefs of a given sect." (Ibid. p. 73.)

Checklist for religious bias

a. Does the material reflect an obvious tendency to debase one religion as opposed to another?

b. Does the material proselytize for a religion or sect?

5. Sexual bias is defined as:

"Any method used by a writer or artist, whether by illustrations or written passages, through which the role of females in society is depicted as passive, with little other occupational choice than motherhood, and males presented as masterful, active creatures to whom females have to go for the solution of problems." (Ibid. p. 73)

Checklist for sexual bias

a. Does the material reflect an obvious tendency to debase one sex as opposed to the other?

b. In the material, are females only background figures in a male centered story?

6. Social bias is defined as:

"Any method used by a writer or artist, whether by illustrations or written passages, through which only the nuclear family with middle-class values is depicted as representative of the total or best in lifestyle. . ." (Ibid. p. 73.)

Checklist for social bias

a. Does the material reflect an obvious tendency to debase one social group as opposed to another?

b. Do all the material's illustrations depict food and dress that are common only to middle class families?

Another excellent source to assist Mr. and Mrs. Tan in the evaluation of classroom materials and curricula is the Region G -- Lau Center Manual, entitled: Manual for Selecting and Evaluating Content of Classroom Instructional Materials for Bilingual-Multicultural Education. Available at the Institute for Cultural Pluralism, San Diego State University.

Case II:

The first step suggested for Mr. De La Cruz is to become a member of the curriculum committee and encourage other Filipino members to do the same.

The second step would be for Mr. De La Cruz to become acquainted with as much pertinent information dealing with the process by which the curriculum committee selects and determines the specific classroom materials for students. For example, what voice and participation do parents or community members have concerning decision-making in the subject?

The third step that would enable Mr. De La Cruz to be an effective mamber of the curriculum committee would be to become knowledgeable of the specific educational needs of the limited and non-English-speaking students. Based on these needs, Mr. De La Cruz could begin to make concrete recommendations on classroom materials that would address the unique educational needs of the limited and non-English-speaking student, taking into consideration their history, culture, language, cognitive and affective development, plus their psychological needs.

Finally, it would be suggested that Mr. De La Cruz begin to read materials which would equip him with the knowledge and skills necessary to feel adequate in this subject during the curriculum committee meetings. A recommended manual for Mr. De La Cruz to read, which is available at the Lau Center, San Diego is: Manual for Selecting and Evaluating Content of Classroom Instructional Materials for Bilingual-Multicultural Education, San Diego: Institute for Cultural Pluralism, San Diego State University, 1976.

Case III

In determining which educational programs best meet needs of limited and non-English-speaking students, it would help to review the various types of educational programs as defined by the Task Force Remedies, or their official title, "Task Force Findings Specifying Remedies Available for Eliminating Past Educational Practices Ruled Unlawful Under Lau v. Nichols", (Department of Health, Education and Welfare, Office for Civil Rights, Washington, D.C., 1974). They are as follows:

1. Bilingual-Bicultural Program

   A program which utilizes the student's native language (example: Navajo) and cultural factors in instructing, maintaining and further developing all the necessary skills in the student's native language and culture while introducing, maintaining and developing all the necessary skills in the second language and culture (example: English). The end result is a student who can function, totally, in both languages and culture. (Ibid., p. 21.)

2. English-as-a-Second Language (ESL)

   A structured language acquisition program designed to teach English to students whose native language is not English. (Ibid., p. 21.)

3. High Intensive Language Training (HILT)

   A total immersion program designed to teach students a new language. (Ibid., p. 21.)

4. Multilingual-Multicultural Program

   A program operated under the same principles as a bilingual-bicultural program, except that more than one language and culture, in addition to English language and culture is treated. The end result is a student who can function, totally, in more than two languages and cultures. (Ibid., p. 22.)

5. Transitional Bilingual Education Program (TBE)

> A program operated in the same manner as a bilingual-bicultural program, except that once the student is fully functional in the second language (English), further instruction in the native language is no longer required. (Ibid., p. 22.)

Based on the above Task Force Remedies' definitions of the various types of educational programs, it would be suggested that the best educational program for the children of Mr. and Mrs. Zotano would be a bilingual-bicultural program. The reason is that in this program both the home language (Spanish) and the language of the dominant society (English) would be promoted (learned). A bilingual-bicultural program would also take into account the cultural enrichment of the home language, without jeopardizing the effective and cognitive development of the child.

> It has become apparent to us that the best way for a non-English speaking child to learn to read English is for him to pursue his natural learning in his home language. . . and then at the proper moment to transfer his learning habits to the acquisition of English. (Theodore Anderson, "The Bilingual Child's 'Right to Read'", NABE, Vol. 1, No. 1, May 1976, p. 18).

> It is a widely held misconception that a young child cannot both maintain his mother tongue and learn English properly. (Ibid., p. 18.)

Some of the main characteristics that distinguish a bilingual-bicultural program from English-as-a-Second-Language (ESL) are as follows:

A bilingual-bicultural program stresses the continued development and utilization at all levels of instruction of

both English and the home language of the student. It maintains the home language and culture of the student, and recognizes that the school has the responsibility to develop the skills and tools to allow each student to develop to the fullest extent more than one set of cultural standards, values and beliefs.

ESL, is not an approach to education as such, but is rather a component of a total educational program. ESL is like a course with content, like French. Bilingual education is an approach to education, a way to organize a total curriculum. ESL, as a course, can be viewed in its proper perspective in a bilingual education program. ESL is a combination of skills and concepts set up in such a manner as to relate to other components of the program so that the "student receives the maximum benefit from his educational opportunity". (Thomas Buckingham and John Haskell, "Is ESL Appropriate?" TESOL NEWSLETTER, Vol. X, No. 3, June, 1976, p. 2.)

Although the Task Force Remedies sees ESL as an essential component of a bilingual program, by itself ESL is not an acceptable educational remedy for elementary or intermediate grade levels. However, it is allowable at the secondary level because of the time factor. (Please refer to Phase I Manual: Overview of the Lau Center, Technical Assistance Process and the Office for Civil Rights, Task Force Remedies, Institute for Cultural Pluralism, San Diego State University, 1976, pp. 44-58, for an extensive treatment on this subject.

Suggested Reading List:

10 Quick Ways to Analyze Children's Books for Racism and Sexism. New York: The Council on Interracial Books for Children, 1974.

What Can You Do About Biased Textbooks? Washington, D.C.: Resource Center on Sex Roles in Education, National Foundation for the Improvement of Education, (no date given).

Positive Ways to Deal with Biased Content. New York: Interracial Books for Children Bulletin, (no date given).

Region G-Lau Center. Manual IV. Recommendations and Guidelines for Developing a Comprehensive Educational Plan to Comply with Title VI of the Civil Rights Act, 1964. San Diego: Institute for Cultural Pluralism, San Diego State University, 1976.

The following materials may be obtained at the Institute for Cultural Pluralism, San Diego State University, San Diego.

Checklist for Evaluating Spanish Materials Used in Bilingual Programs.

Examples of Biases Found in Foreign Educational Materials in Spanish.

A Set of Crieteria to be Considered When Revising Educational Materials in Spanish Which Define Cultural, Political, Race, Religion, Sex and Social Biases.

Sample form on: "Evaluation of Field Tested Materials."

Guidelines for the Evaluation of Selection of Classrooom Materials for Bilingual-Bicultural Education Programs. (Available through Region G-Lau Center, San Diego)

NEA's "Checklist for Selecting and Evaluating U.S. History Textbooks,"

Manual for Selecting and Evaluating Content of Classroom Instructional Materials for Bilingual-Multicultural Education. San Diego: Institute for Cultural Pluralism, San Diego State University, 1976.

APPENDIX C: Staff Development

Case I.: Although it is extremely difficult for a monolingual English speaking adult in a short time to become sufficiently proficient to teach in a second language, monolingual English speaking teachers should be given the opportunity to develop skills in the language and culture of the students. The district should promote teacher interest in these areas by providing salary credit, release time, and recognition for accomplishments in second language development and intercultural understanding. There will be some staff openings due to retirement and normal employee turn over. Top priority should be given to teachers who are bilingual and culturally sensitive when any new personnel are hired, and special efforts should be made to recruit such personnel. In addition, if it is necessary to release staff because of decreasing student enrollment, those teachers who can teach NES/LES students in the language they best understand and who can provide culturally meaningful learning activities should be retained regardless of tenure.

A school board which intends to terminate some probationary and permanent employees because of a decrease in enrollment would not be required to terminate a bilingual teacher with the least seniority prior to other certificated employees if the termination of such a teacher would preclude the conducting of bilingual education classes where no other employee of the district is qualified to conduct such classes.

The district should seek out and apply for sources of federal and state funding that would allow the hiring of bilingual personnel. Bilingual teacher aides should be available to work with monolingual English teachers and the district should promote and provide for the professional development of those aides so that they can become certified teachers.

Case II: Perhaps all of the areas mentioned are important depending on the specific needs of the district. Nevertheless, the following ideas should be considered in selecting areas on staff development training. The district should specifically determine and define the student needs and then determine present staff capabilities in meeting those needs. All in-service should be directed to enabling staff to increase knowledge and abilities which will facilitate and promote the affective and educational growth of the students.

The district should determine what competencies present staff and teachers have through means of a comprehensive needs assessment. All teachers will not need the same kind of inservice training. For example, a veteran bilingual teacher would not need the same kind of inservice training as one who is new to bilingual education.

The goals and objectives of each staff inservice meeting should be stated, and activities should be planned around those objectives. A variety of approaches should be used to offer learning opportunities to staff. However, there should

be follow-up so that skills learned are actually being used effectively in the classroom.

Suggested Reading List

M. Reyes Mazon. Community, Home, Cultural Awareness and Language Training. (A design for Teacher Training in Multicultural Education) San Diego: Institute for Cultural Pluralism, San Diego State University, 1975.

_____. A Design For Bilingual/Bicultural Education. A Process Cultural Pluralism. Albuquerque: The University of New Mexico, 1972.

Region G-Lau Center. Recommendations and Guidelines for Developing a Comprehensive Educational Plan to Comply with Title VI of the Civil Rights Act, 1964. San Diego: Institute for Cultural Pluralism, San Diego State University, 1976 (Section on "Staff".)

Guidelines for the Preparation and Certification of Teachers of Bilingual-Bicultural Education. Center for Applied Linguistics, Arlington, Virginia, 1974.

William A. Hunter. Multicultural Education Through Competency Based Teacher Education. Washington, D.C.: American of Colleges for Teacher Education, 1974.

Edgar G, Epps, Cultural Pluralism. Berkeley, CA: McCutchan Publishing Corp., 1974.

APPENDIX D: Counseling and Guidance

Counseling and guidance services are very important functions that a school district must provide to all students. In the case of limited or nonEnglish-speaking students these services become critical and extremely necessary.

The primary purpose of counseling is to provide a necessary bridge between the demands of society and the needs of the students. Outside the classroom, counseling is one of the most vital services given to the students (U.S. Commission on Civil Rights, Report VI: Toward Quality Education for Mexican Americans, Mexican American Study, Feb., 1974, p. 41).

Counselors perform a variety of duties that relate to the educational, social, and emotional development of students. Among these duties or responsibilities are the following:

1. To assist students on choosing the proper courses.
2. To advise students on selecting the right career or college.
3. To provide students with adequate information about scholarships and other financial aid for those who decide to go to college
4. To give guidance to students who are having personal problems in adapting to the school environment.
5. To be in communication with the parents of the students.
6. Finally, where it is deemed necessary, counselors should

refer students and their families to the proper social service agencies in the community (American School Counselor Association, Statement of Policy for Secondary School Counselors and Guidelines for Implementation of the ASCA Statement of Policy for Secondary School Counselors, Washington, D.C., 1964)

Case I: Felipe's case is very typical. The action taken by the counselor stems from a stereotyped view that limited or nonEnglish-speaking students do not have the ability to compete in difficult academic programs. In other words, the attitude of the counselor could be summarized by this statement, "Filipinos are really good with their hands."

One recommendation that stems from this case would be that Felipe's parents or other interested community members ask the school principal to invite minority leaders for a workshop with counselors. Filipino lawyers, businessmen, doctors, other professionals, and parents of the limited or nonEnglish-speaking students would share their experiences with the school personnel. These speakers can also serve as models for the students by speaking in their classes or at a school assembly.

The basic problem in this case is to change the negative attitude of not only the counselor(s), but other school personnel to encourage Filipino and other limited and nonEnglish-speaking students to persevere in school and consider professional careers.

Case II: This case presents several areas of concern, namely:

1. The insensitivity of the school personnel to the community and, especially, to the student's needs.
2. The need to develop a program to reduce the dropouts from school.
3. The need to study the drug and gang activity affecting the students.

There are a number of approaches that members of the community could take to address the above issues. One recommendation might be to involve the parents in planning a meeting with school officials to discuss the above concerns. In this meeting parents and other community members could request that well planned in-service workshops be developed focusing on the problems stated in this case. These workshops should involve some students, parents, key school personnel, and personnel from other social service agencies working with the limited and nonEnglish-speaking community. The participants would share information and different points of views regarding the dropout, drug, and gang activity problems. The workshop leaders should record the recommendations indicated, and a task force of representative participants should be established to provide guidelines which would improve the counseling services, especially in relation to reducing the dropout rate.

Case III: In a discussion related to this case, one parent commented, "I focused on the inability of Mr. Jones to understand familia (family) feelings in Angelita's case.

The counselor should have informed Angelita that before they made any decisions, it would be better for him (the counselor) to talk with her father on the telephone or pay him a personal visit. There is a strong possibility that together the three could have developed a plan where Angelita could have worked part time (or full time). Mr. Jones could have arranged for the teachers to send Angelita her school work

on a home study basis. The counselor might have also used his contacts or resources to help her find a job.

Case IV: In discussing this case a group of parents commented that the council should have stayed involved and not waited two years. On the other hand, they also felt that Mr. Martinez should have maintained close ties with the council.

One approach to the solution of the case is to have the council representatives arrive at a good understanding of the problem in a series of meetings. The problem should be presented to the entire council. The council should plan the strategy to use in assisting the counselor. One strategy would be to have a representative group of the council present their recommendations to the superintendent. Another strategy would be to have a representative group of the council and the counselor meet with the principal. For this meeting the parents would have a list of volunteers that are willing to help the counselor. They would request a workshop for principals and counselors dealing with the techniques of group counseling. After this meeting, the council must maintain close support for the counselor so that he will not be threatened for this action with the community.

Suggested Reading List:

Elementary School Guidance and Counseling. A quarterly publication published by the American School Counselor Association, a division of the American Personnel and Guidance Association.. (Office of Publication: 1607 New Hampshire Ave., N.W. Washington, D.C. 20009)

American School Counselor Association. Statement of Policy for Secondary School Counselors and Guidelines for Implementation of the ASCA Statement of Policy for Secondary School Counselors. Washington, D.C.: American Personnel and Guidance Association, 1964.

Region G-Lau Center. Phase IV Manual: Recommendations and Guidelines for Developing a Comprehensive Educational Plan to Comply with Title VI of the Civil Rights Act,1964. San Diego: Institute for Cultural Pluralism, San Diego State University, 1976. (Section on "Counseling and Guidance.")

U.S. Commission on Civil Rights. Mexican American Education Study, Report VI: Toward Quality Education for Mexican Americans." Washington, D.C.: Government Printing Office, 1974. (Section on "Counseling.")

Dr. Luis Casaus. "Counseling-Testing: Vehiculos de Integración o Discriminación." Unpublished paper, presented at the National Institute on Access to Higher Education for the Mexican American, Albuquerque, New Mexico, July 24-25, 1975.

APPENDIX E: Community Relations

Section VII of the Task Force Remedies states that school districts must notify parents of nonEnglish-speaking students of all school activities in the home language of those parents.

The Task Force Remedies further indicate that school officials must inform parents of limited or non-English-speaking students of all aspects of the programs designed for those students. Such notice, in order to be adequate, must be provided in English and the necessary language(s) comprehensively paralleling the exact content in English. A literal translation may not be sufficient.

Case I: The first and immediate approach to the problem in this case apprears to be one of communication, the language barrier between the parents and the teachers of the students having problems. A good neighbor of this family would arrange a meeting with the respective teachers and address the following issues:

1. An explanation of the grading system of the school
2. An explanation of what is contained in the report card, to the satisfaction of the parents.
3. The procedure for handling discipline problems of students.
4. PTA meetings:
   1) Are there interpreters, or bilingual staff to help limited or nonEnglish-speaking parents communicate with teachers?
   2) Is an effort made by teachers to involve

limited and nonEnglish-speaking parents in the P.T.A. meetings?

5) Why are the children failing in their classes? What can be done? Has the teacher tried to communicate with the parents? Is the problem related to the school, home, environment, etc?

If the teacher does not want to cooperate by providing the above answers and by meeting with the interpreter and parents, the next step would be to arrange a meeting with the principal. In the meeting, based on the seriousness of the matter, disciplinary action could be taken against the teacher.

The school principal should also be approached and asked what kind of community relations program exists in the school. Further questions could ask if limited or nonEnglish-speaking parents are involved in the program. If no program exists, the suggestion should be made that it is the obligation of the school to begin one. Parents of the limited nonEnglish-speaking students should be invited to special meetings/workshops and given an inservice workshop on the whole process of how the school operates. Parents should be encouraged to meet the teachers, know the current school programs, visit classroooms and see how their children are doing, etc. This type of orientation would make it easier for parents to communicate with the teachers, and help them not be timid or afraid to address themselves to the critical issues of the education of their children.

Case II: The situation raised in this case might appear harsh and rather unusual. Nevertheless, when parents and teachers

become polarized and alienated against each other, a very unhealthy situation is presented for the growing and learning experiences of the students.

The question that first arises is how can the situation be normalized in order for both parties, i.e., parents and teachers, to seek calmly and with "cool heads" the causes of the problems presented here.

Perhaps the first approach would be to identify the schools in the district where the problems are happening. The principals of those schools would then call a meeting of selected persons from each school representing teachers, parents and students. The procedure of the meeting would be that each group (parents, teachers and students) would present their side of the story. Each group would listen without argument. This would be a listening meeting. No one group would be allowed to dominate the floor discussion. Each group would be given equal time, consideration and understanding of their position. After each party presented their views the issues listed below would be discussed with a key principal or team of district administrators, selected by the teachers, parents and students.

1. Why do parents feel that the teachers are treating their children in a harsh and discriminating manner?
2. Why do teachers feel that the students are being discourteous to the teachers by the students speaking Spanish?
3. What is the problem as seen by the students?

4. Is the "root" or cause of the problems one of the following:

   a. Inadequate teachers?
   b. Undisciplined students?
   c. A combination of both (a) and (b)?
   d. Language and cultural differences between teachers and students?
   e. Concerning the drug problem:
      1. Are students on drugs because of school problems? or
      2. Are students turning to drugs because of home problems? or
      3. Are students turning to drugs in spite of (1) and (2) or
      4. What other reasons are there for the drug problem of the students?

   f. Is there a direct or indirect relationship between student-police problems and the school situation?

5. How can parents, teachers and students work cooperatively in trying to solve the above issues and problems?

Various approaches to each issue or problems mentioned above may be surrounded by multiple circumstances and factors that do not allow for easy solutions. Nevertheless, the major point to mention here is that a continuous and persistent effort must be made to maintain a communication link among key leaders and representatives of the students, teachers and parents to eventually lead to a better understanding of the total problem. The end result will be a more effective school-community relations program which cannot but lessen the occurence of the problems mentioned here.

If the meeting with the principals and administrators fails, the parents can always have recourse to the board members of the school district.

Suggested Reading List:

Region G-Lau Center. Phase II Manual: Guideline for the Formation of the Title VI Lau Steering Committee: Organizational Approach to Develop An Educational Plan. San Diego: Institute for Cultural Pluralism, San Diego State University, 1976.

_____. Phase IV Manual: Recommendations and Guidelines for Developing a Comprehensive Educational Plan to Comply with Title VI of the Civil Rights Act, 1964. San Diego: Institute for Cultural Pluralism, San Diego State University, 1976. (Section on "Community Relations")

Rafael Hernandez, editor. Community Resource Manual for the Non & Limited English Speaking. (Publication source not yet determined. For information write to: Lau Center, Los Angeles County Education Center, 9300 East Imperial Highway, Downy, CA 90242.)

U.S. Department of Health, Education, and Welfare. Parental Involvment in Title I ESEA. WHY? WHAT? HOW? Washington, D.C.:Government Printing Office, 1973.

_____. Title 1 ESEA: How it Works. A Guide for Parents and Parent Advisory Councils. Washington, D.C.: Government Printing Office, 1973.

Louis E. Casaus and others. A Bibliography on Parental and Community Involvement in the Education Process. San Diego: Insitute for Cultural Pluralism, San Diego State University, 1976.

Louis E. Casaus. "A Parent Involvement Training Model for Minority, Parents." An Unpuplished Ph.D. dissertation, Texas Tech. University, Lubbock, Texas, 1973.

Ramiro Reyes, Morgan Greenwood and Fred Wolff. Handbook for California School District Advisory Committees. Sacramento: Office of State Printing, 1971.

APPENDIX F: Administrative Reorganization

Administrative reorganization is one of the key components recommended by the Region G-Lau Center in San Diego to be included in a comprehensive educational master plan to meet the regulations of Title VI of the Civil Rights Act (1964). Some suggested goals to be included in this educational component would include the following:

Goals: To identify and implement district educational policies that support the needs of limited and nonEnglish-speaking students.

To improve communications and to disseminate ongoing and meaningful information about educational programs and school services in the language best understood by each parent and to involve parents and community in the decision-making process

To compile and monitor data pertaining to student achievement, student language determination and proficiencies, assessment students, staff and program needs.

To integrate bilingual programs for limited and nonEnglish-speaking students into the overall school program as a financial responsibility of district (use of tax revenue and ADA funds) and to remove such programs from the status of isolated, special compensatory programs.

To define and operationalize a workable management system to implement the comprehensive educational plan.

From these goals it become obvious that parents furnish important and needed insights for redirecting present school district policies and should become involved as planning and decision-making participants in the implementation and evaluation of school programs.

Case I: Based on the information of this case, a suggestion for parents would be to request from the school board members information regarding the success of the students in regards to academic, social, cultural and language criteria. If the students are succeeding based on these factors, i.e. academic, social, cultural and language, then there is no issue involved, since it is assumed that the limited and nonEnglish-speaking student is doing well in school. However, if there are inconsistent success rates, then there are issues to be addressed by the school board members in terms of policy and policy implementation. These have to be spelled out by the school board and administrative staff, and then be formalized. Such issues would include allocation of responsibility and decision making in terms of budgetary discretions to meet appropriate educational goals of all students. And in this case it would have to include the limited and nonEnglish-speaking students.

Case II: Yes, in this case it would be recommended to have the superintendent stay in the district, provided that there would be some changes on the part of the school board that would be supportive of the superintendent. However, this would require that community members take some initiative to rally behind and support the courageous efforts of the superintendent. Otherwise, it would be extremely difficult for the superintendent to survive the persistent battles with the school board members. Mentally and physically, there

is only so much that any person can withstand, no matter how noble the cause. In this case it appears that the board members are strong and in control of the policies and direction of the educational programming in the school district. Nevertheless, with the support of the community, the superintendent can begin to exert some influence over the board members. In this position the superintendent can begin to create changes that will benefit the limited and non-English-speaking students. But all this depends on the initiative, support, and leadership of community members, especially parents, to stand behind and give support to the superintendent.

Suggested Reading List:

Tomas A. Arciniega. Problems and Issues in Preparing Teachers of Bicultural Chicano Youngsters. San Diego: Institute for Cultural Pluralism, San Diego State University, 1976.

_____. "The Thrust Toward Pluralism: What Progress?" Educational Leadership, 33 (3) December 1975, pp. 163-167,

_____. Public Education's Response to the Mexican American Student. El Paso, Texas: Innovative Resource, Inc., 1971

Region G-Lau Center. Manual IV: Recommendations and Guidelines for Developing a Comprehensive Educational Plan to Comply with Title VI of the Civil Rights Act, 1964. San Diego: Institute for Cultural Pluralism, San Diego State University, 1976. (Section on "Administrative Organization")

Special Subcommittee on Bilingual-Bicultural Educaton of the California Legislature. Toward Meaningful and Equal Educational Opportunity. Sacramento: Office of State Printing, 1976.

California Advisory Committee to the U.S. Commission on Civil Rights. State Administration of Bilingual Education - ¿Si o no? Sacramento: Office of State Printing 1976.

Dennis F. Blosser. "Systematic Planning and Management." Unpublished manuscript. San Diego: Institute for Cultural Pluralism, San Diego State University.

Jose A. Cardenas and Rosemary Catacalos. Texas School Finance, A Basic Primer. San Antonio: Texans for Educational Excellence, (no date of publication given)

Parameters of Institutional Change: Chicano Experiences in Education. Hayward, California: Southwest Network of the Study Commission on Undergraduate Education and the Education of Teachers, 1974.

Reynaldo Flores Macias and others. Educacion Alternativa, On the Development of Chicano Bilingual Schools. Hayward, California: The Southwest Network, 1975.